



Old Town Avondale Revitalization Plan 2008

“The small town **feel** of the downtown area should be **preserved** to define Avondale’s sense of **place**.”

Avondale’s General Plan, Neighborhoods Theme





April 20, 2008

Mayor and City Council
City of Avondale
11465 W Civic Center Drive, Suite 210
Avondale, AZ 85323

Dear Mayor & City Council:

Silicon Valley Advisors, LLC and its consulting team is pleased to transmit to you the **Old Town Avondale Revitalization Plan**. The report is a culmination of many months of research, analysis, and input from a broad mix of community stakeholders. The leadership, vision and commitment from the City Council were crucial to the successful completion of the plan.

The **Old Town Avondale Revitalization Plan** should not be viewed as a static document to be referenced as needed, but rather, it should be used as a work plan subject to intermittent evaluation and modification to reflect changes in the market area. Evaluating the progress of the plan is an important component in order to insure that the implementation strategies are acted on within the context of the goals and objectives contained in the plan.

The overarching goals and implementation strategies of the plan represent Avondale's commitment to the preservation, diversification, enhancement and transformation of Old Town Avondale into a vibrant, mixed-use, pedestrian-oriented urban center. The plan is the first step toward achieving these goals.

SVA, LLC wishes to thank the City Council and the City of Avondale for giving us the opportunity to work with you on this very important endeavor. We are confident that the **Old Town Revitalization Plan** will be a success.

Sincerely,

A handwritten signature in blue ink that reads "Peter Canillo". The signature is written in a cursive style.

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EXECUTIVE SUMMARY

Old Town Avondale is the heart of the city's character and identity. It represents the community's past and provides the framework for the community's future. Although Old Town has experienced a slow decline brought on by business divestment, physical dilapidation, property owner apathy, and a changing of demographics, there exist niches or pockets of opportunities from which to incrementally as well as comprehensively transform (and reclaim) its character.

The challenges facing Old Town are not unique to the City of Avondale. Cities in Arizona and across the United States are wrestling with ways to preserve, strengthen and enhance their respective downtown areas. Many of these towns have embarked on extensive community planning processes to provide a framework for identifying and understanding the problems, focusing on the opportunities, and setting forth specific strategies to facilitate change. It is through these efforts that many communities have succeeded in revitalizing, preserving, and re-establishing their downtown as the community's focal/destination point.

For the City of Avondale, the Old Town Avondale Revitalization Plan is the first step in what will be a long-term process to transform the downtown into a vibrant, mixed-use, pedestrian-centered urban center. In order to realize this vision for Old Town Avondale, an economic analysis was conducted to better understand existing market conditions and demographic trends that shape Avondale. An extensive public outreach campaign was also undertaken that provided critical insights into the perception and expectations of the various community stakeholders.

From these efforts, five primary challenges were identified, six core recommendations were developed and a series of implementation strategies were established that form the basis from which to transition the plan into action.

Primary Challenges

Old Town Avondale must address several challenges in order to begin its transformation. These challenges are not unique to Avondale, but they represent real obstacles to the future fiscal, social and economic health of Old Town. These challenges include:

- Lack of "core base" retail, commercial and office uses that would make Old Town a destination point;
- Lack of a "signature development" to attract investment and consumers to Old Town;
- Lack of sustained investment and development as evidenced by underutilized parcels, dilapidated and vacant buildings, and the general perception of crime;
- Lack of homeownership opportunities as evidenced by high rates of renters versus owner-occupied units; and
- Lack of employment opportunities both in terms of quantity and quality of jobs.

Core Recommendations

Understanding the underlying challenges that confront Old Town Avondale is critical to establishing specific recommendations or actions. These recommendations set the tone for prioritization, investment, commitment and implementation efforts. For Old Town Avondale, six core recommendations were developed. These include:

- Encourage homeownership opportunities in Old Town Avondale: Homeownership is the cornerstone of the American dream. Homeownership also gives residents a stake in the community, which often translates into a sense of pride and participation. Lastly, homeownership tends to stabilize neighborhoods and creates collateral demand for goods and services.
- Increase Old Town Avondale employment and diversify job base: Good paying jobs in various sectors is fundamental to the economic well-being of a community. Quality jobs equate to greater social mobility and spending power. Moreover, areas having a sound employment base serve as the antidote for crime and social dislocation.
- Strengthen and enhance existing buildings and neighborhoods: The physical appearance and condition of buildings and structures, including vacant parcels, signals either a positive or negative perception of a community or area. Active code enforcement has proven to be successful at deterring further dilapidation or, in some cases, reversing community or neighborhood blight. Furthermore, specific and well funded programs to rehabilitate and/or reconstruct residential and commercial structures (i.e., façade programs) have proven successful efforts at combating blight.
- Target public investment in infrastructure improvements: The existing public infrastructure (i.e., streetscape, sewer water, parking, etc.) is often overlooked in terms of facilitating private sector development. Often times the public sector must take the first step to encourage sustained investment in a specific area. Public sector investment should be linked, where possible, with private sector investment for greater leverage and impact.
- Refine and attract niche or specialty retail businesses and developments: Niche or specialty retail tends to create their own market draw, particularly in downtown areas where parcel size, physical, and or circulation/transportation barriers preclude “big box” or “power center” developments. Niche or specialty retailers provide the consumer with services or products that cannot be purchased elsewhere.
- Explore the formation of a public-private partnership with a Master Developer: The private sector has the experience, knowledge and access to capital necessary to developing residential, commercial and industrial projects. They are the critical link in divestment or investment depending on market conditions, demographics, capital availability, and regulatory environment. Forming a public-private partnership for a project-specific or comprehensive development through a Master Developer process is worth exploring.

Implementation Strategies

The revitalization plan for Old Town Avondale aims to strengthen existing businesses and to improve the image and marketability of the area. A variety of actions are required to implement this program. Implementation is arguably the most important and most challenging part of the plan. Implementation requires several key components to be successful, such as, a) commitment to undertaking the tasks and dedicating the time required; b) funding or allocating adequate resources for staff, professional assistance, project funding, and financial leverage; c) partnerships between public and private sector individuals and organizations must be forged; and d) dynamism in that strategies must be reprioritized on a continuous basis to reflect changes in circumstances or to take advantage of emerging opportunities.

The policy and implementation strategies included in the plan detail the steps and activities needed to implement the Old Town Avondale Revitalization Plan, including:

- Formally designate revitalization focus areas and coordination of the regulatory structure
- Strengthen the retail infrastructure
- Establish sequencing for the development process
- Establish the strategic support framework for the revitalization area
- Initiate request for proposal (RFP) for Master Developer for Western and Main Avenues

The City of Avondale stands to benefit greatly from the active and consistent pursuit of the core recommendations and key strategies. The implementation of these strategies sends a positive message to the community, businesses, property owners and developers that the City is committed to a long-term and comprehensive approach to the revitalization of Old Town Avondale.

The Old Town Avondale Revitalization Plan is an opportunity for the citizens, city government and business leaders of Avondale to join together in a collaborative effort to ensure downtown Avondale's long-term role as the center of the city's activity and the heart of the community.

This Old Town Avondale Revitalization plan is unique in its approach to involve community participation methods in the design and planning. The community participation process began with an assessment of current conditions both architectural and social. Interviews through local canvassing were conducted and recorded. The culture of the community was surveyed through interviews to analyze the strengths, weaknesses, and opportunities; as well as linkages already in existence. The design team conducted community based open house and workshop events. These strategic planning events were structured to be comprehensive, and participatory. Involving the local residents and shareholders in setting goals aids in identifying the community's assets as well as problems; while also allowing for the development of creative partnerships. The primary objective is to reinforce community values while building human and social capital. The social capital can be seen throughout the documentation of the process and is embedded in the designs of this revitalization plan proposal.



INTRODUCTION

INTRODUCTION

Background

In June of 2006, the mayor and City Council approved the Avondale Economic Development Plan. The Avondale Economic Development Plan is a blueprint of the priorities for the economic development of the community. One of the objectives of the Economic Development Plan is to enhance the revitalization of the Old Town Avondale within its new boundaries.

The Mayor and the City Council identified the Old Town Avondale Revitalization area as a priority for Economic Development and hired a consultant team in August 2007 to develop a Revitalization Plan for the area. The consultant team consists of Silicon Valley Advisors (SVA), Arizona State University (ASU) Stardust Center, and McClure Consulting. The Old Town Avondale Revitalization Plan will further define the vision for the area's revitalization by developing strategies that will encourage new and reinvestment for commercial, employment and residential development in the area. The revitalization of the Old Town Avondale area is a key component of the Avondale Economic Development Plan for the growth and vitality of a sustainable community.

Project Area

The study area for the Old Town Avondale Revitalization Plan is approximately 1½ miles wide and approximately two (2) miles long. This area is where Avondale's original commercial businesses and neighborhoods were established. A large number of the commercial properties within the southern portion of the study area are either underutilized, vacant, or the buildings or structures are older, in disrepair and/or dilapidated. A large number of the residential properties are in need of basic improvements and clean-up. Within both the commercial and residential areas there are pockets of reinvestment and new construction occurring.

The area is divided east and west by Central Avenue and north and south by Western Avenue and Main Street, also known as MC85 and as Buckeye Road. This is an arterial street that also serves as a major transportation connection between Southwest Valley cities and Phoenix. The boundaries of the designated revitalization area are Van Buren Street on the north, Lower Buckeye Road on the south, the incorporation boundary on the west, and the Agua Fria River on the east. See Figure 1 (below).

Operative Goal for Old Town revitalization

A general goal was derived from the initial assumptions about the project, and was refined during the workshop processes, interviews, Technical Advisory Group meetings, etc.:

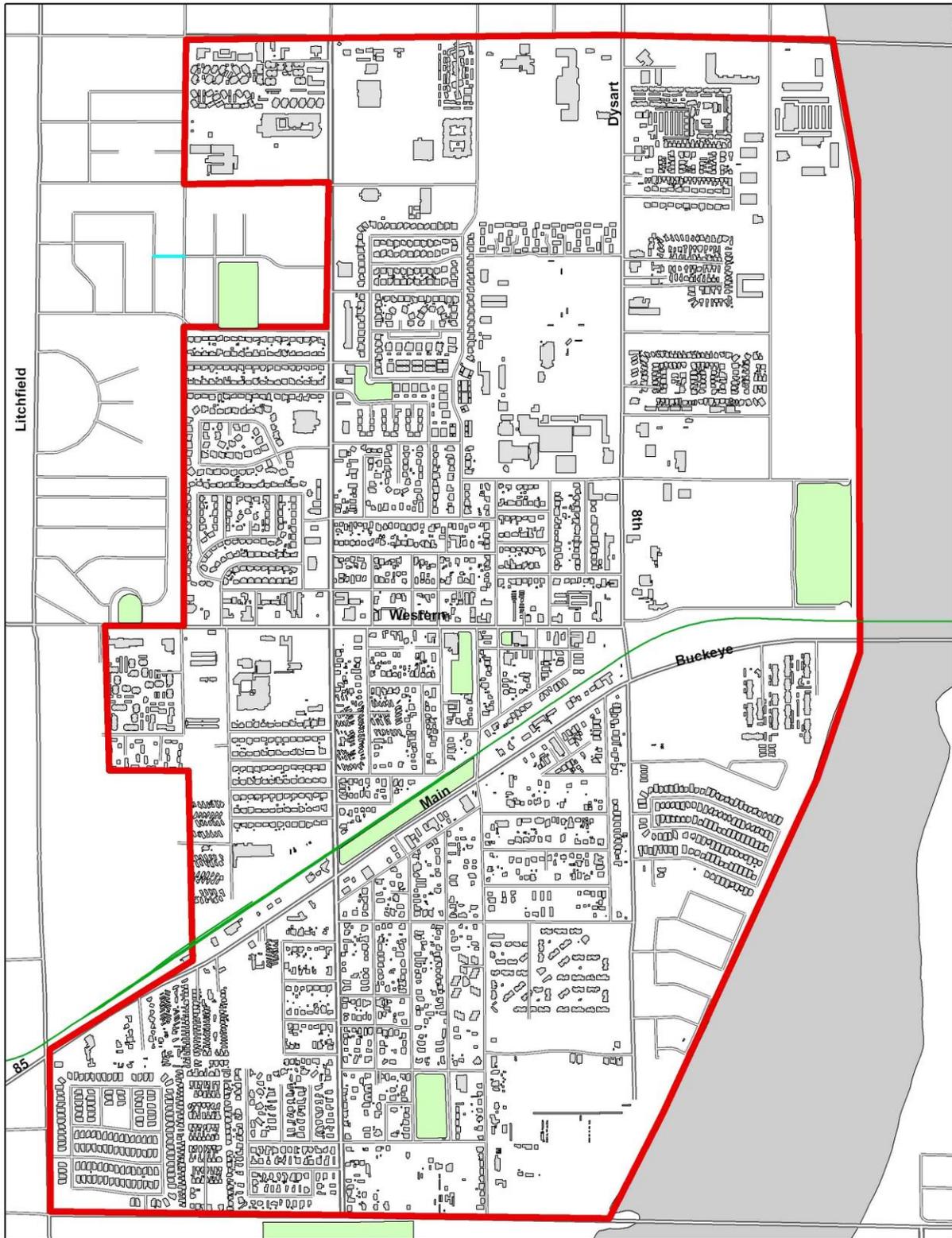
Revitalize Old Town commercial areas with an emphasis on pedestrian-oriented

development, mixed-use development, including residential, maximizing the potential to capture newly emerging markets, recognizing historic roots and the potential for historic preservation, and following design concepts that are based on sound principles and that have been vetted in the Old Town Avondale workshop processes.

Rationale for why Old Town is a priority among the City's development objectives

The City-designated Old Town area (Figure 1) differs markedly from the overall City as described in the Existing Conditions Report (ECR, separate document). For example, within a one-mile radius of the heart of Old Town, the minority population was 82 percent of the Old Town Avondale, in 2000, but only 54 percent within a four-mile radius. Census data provide other indicators of socio-economic distress, such as comparatively higher percentage of renter-occupied units coupled with high percentages of lower-income residents.

Figure 1 – Old Town Avondale Revitalization Area



Area revitalization is a challenge under the best of circumstances. But the best circumstances seldom exist. Old Town Avondale has its share of typical problems for a revitalization area:

- Low property values, for residential and commercial uses, attract owners and users with limited financial capability to maintain properties or invest in their improvement to the extent the market will bear.
- The area has a mix of long-term, dedicated, capable residents and businesspersons, and others with lesser levels of such qualities.
- Years of living with (in some cases) marginal businesses and sub-optimal investment, and the residents and clientele attracted by these conditions, breeds a level of underlying despair among stakeholders – a belief that things can never change.
- The area has received some targeted public investment in the past, which has yielded varying levels of success.

However, Old Town now has a new set of opportunities, providing options that didn't exist a few years ago, for intensified business activity based on both the local and, primarily, new surrounding populations. Many public improvements are planned or underway that support revitalization. Old Town is in the middle of a development environment where new urban nodes are being created “at will,” including the City Centers of Avondale and Goodyear and also major retail developments such as Estrella Falls. These opportunities are discussed in the ECR and summarized in the following sections of this report, and provide another reason for the attention the area is receiving in this current project.

The City of Avondale is also actively promoting development of its City Center area, and development of this area will likely include some level of direct City involvement. The City Center will occupy what is primarily vacant land in a basically unconstrained location. Old Town's revitalization will also benefit from City participation, and the stakes in Old Town are arguably higher. Old Town is vulnerable to stagnation or deterioration, without proactive efforts. *Western Avenue is arguably the greatest challenge based on stakeholder interviews. Stakeholders were concerned about: 1) the lack of a strong core of retailers, and a lack of synergy among area retailers, and 2) the poor condition of some existing buildings, which created investment disincentives and public safety issues, both perceived and actual.*

A revitalized Old Town will reflect very positively on the entire city; while a deteriorating Old Town will have an increasingly negative effect on Avondale and the City's efforts at securing high-quality development at other locations.

Early in this process, successful revitalization of Old Town was viewed by the consultant team as an interrelationship among four fundamental principles:

- Art – including design creativity and imaginative interpretations of available potential.
- Science – of regional economics and real estate feasibility.

- Individual business strategies – held by existing owners/businesspersons, and new ideas that could be fostered within the study process and by marketing efforts after the study is completed.
- City Policy – for investment, commitment to revitalization plans, follow up promotional efforts, etc. – all of which become key components through which existing and potential new residents and businesspersons come to believe in the achievability of revitalization.

Scope of Work

The following goals are identified in the “Scope of Work” for accomplishment by The Project Team:

Deliverable I

The Project Team will provide the City Project Manager with an Existing Conditions Report providing both an economic snapshot and policy framework for detailing both general and specific areas of interest in formulating the revitalization plan including a Trends and Projections Report for the Area.

Deliverable II

The Project Team will prepare a high caliber “Marketing,” “Public Education,” and “Initial Civic Engagement” report that in clear and concise language – and, within a graphically enhanced format, presents the City Council’s desired vision for the revitalization area; and concomitantly, delineates and describes the public participation, civic engagement and community-oriented aspects of the revitalization study.

Deliverable III

The Project Team will document a civic engagement process with defined local revitalization area and sub-market planning linkages between the three to four (3-4) conceptual site design scenarios, creating a definable and illustrative representation of the City Council’s desired vision for the study area. The site design analysis and results of the community driven planning effort and process will form the basis for analysis and consideration of policy and development incentives to jump start revitalization efforts in the area.

Deliverable IV

The Project Team will prepare a Preliminary Draft of Revitalization Plan substantive components, which reflect the comprehensive “economic, planning and policy” framework for the revitalization strategy that identifies distinct and collective challenges to revitalization within the area’s primary commercial corridors, and addresses preservation and rehabilitation of older, transitioning residential areas, including a general and sub-market Fiscal Economic Impact Assessment.

Deliverable V

The Project Team shall deliver a final version of the Revitalization Plan, in electronic format, and provide project closure in a manner satisfactory to the City Project Manager and Economic

Development Director.



**SUMMARY OF EXISTING
CONDITIONS AND DEVELOPMENT
POTENTIAL**

SUMMARY OF EXISTING CONDITIONS AND DEVELOPMENT POTENTIAL

Introduction

The revitalization plan for the Old Town Avondale Revitalization Area will define challenges, opportunities and strategies to responding to existing uses and future growth in this unique and evolving market area. Based on a holistic approach focused on crafting a sustainable and practical initiative this highly participatory and community-oriented study will reflect the City's larger economic goals and localized citizen-driven priorities for this area.

This plan will serve as a thoughtful policy guide and resource-planning tool for the City Council, Planning and Zoning Commission, City Staff, neighborhood groups, existing business, prospective developers and local citizens and stakeholders. While focused in design structure, it will also allow for periodic updates to reflect major changes in the City's growth while ensuring meaningful participation of these residential and commercial districts in the City's Economic Development Strategy and General Plan vision and goals.

Old Town Avondale embodies exciting potential as a thriving economic employment, retail and residential activity hub. With a strong tradition of neighborhood oriented businesses and many vacant lots, there is considerable opportunity for revitalization. Existing traffic patterns for the Main Street Corridor are currently dictated by the engineered ability to support the need to move large volumes of traffic with no change as the arterial approaches the developed area between Central Avenue and Dysart Road. (See Figure 2). The threshold to maintain traffic flow and a healthy balance of pedestrian activity can currently be implemented with little disruption by allowing for on-street parking and a median with two lanes of traffic on each side. Average daily traffic for Main Street in Avondale according to ADT 2006 is 17,870 vehicles. Comparatively, Arizona Avenue in Chandler Arizona supports 31,100(ADT 2007) vehicles per day and supports on-street parking and a median with two lanes of traffic on either side. Street sections illustrate the fitness and appropriateness of this condition. (See Appendix Exhibit 4). Additional sample street traffic daily averages include Glendale Avenue east of Grand 2007 (20,300), Main Street east of Center, Mesa 2008 (21,600), and Scottsdale Road south of Camelback 2006 (29,200).

The intersection gateway strategy allows plan-makers to identify specific locations at which to increase urban character with a pattern that includes walk-ability, mixed/use development, on street parking, and buildings orientated to the street. The overall goal is to enrich quality of life and responsible environmental stewardship.

The five intersection gateways identified for the revitalization of Old Town Avondale district are:

- Western Avenue + Central Avenue
- Western Avenue + 5th Street
- Western Avenue + Dysart Road
- Main Street + Central Avenue

- Main Street + 4th Street

Existing conditions, zoning, and infrastructure in place are potentially adaptable to the emerging revitalization plan. Running elevations of Main Street and Western Avenue were photographed from Central Avenue west to Dysart Road (See Appendix Exhibits 2, 4). This visual documentation of the storefronts was used by the community as a visual reference map to locate and identify specific areas of opportunities. The existing building type is predominately the one (1) story high (approx. 12'-15'), retail box with consistent street façade. The surveyed blocks of Western Avenue and Main Street currently consist of intermixed retail and residential building types and uses. Residential types found are consistent with single family one story homes.

Certain key features, existing and proposed employment centers and major retail centers, are shown on Figure 3 (below). The map indicates that Old Town is well located with respect to these other activity nodes.

For the purpose of providing a general scope of the overall demand for retail and office space *potentially available* to the study area, we prepared estimates of overall gross demand for certain categories of goods and services. This exercise indicated that within a 3-mile radius of Old Town, gross demand for specialty retail, a limited number of other retail/service categories, and restaurants alone (for 2008 and 2012) is in the range of 700,000 to 800,000 square feet. At 4 miles, gross demand is 1.3 - 1.6 million square feet. The primary point here is that Old Town Avondale need only capture a small portion of the potential demand to achieve a dramatic increase in its level of commercial activity.

For revitalization to be successful, these “outside” market potentials must be tapped in order to encourage, synergistically, more new commercial development.

Avondale is already a “retail magnet,” capturing more retail dollars than the city’s internal population alone would justify, by supplying retail goods to consumers well beyond Avondale’s borders.

Figure 2 - City of Avondale Annual Daily Traffic Flow Map

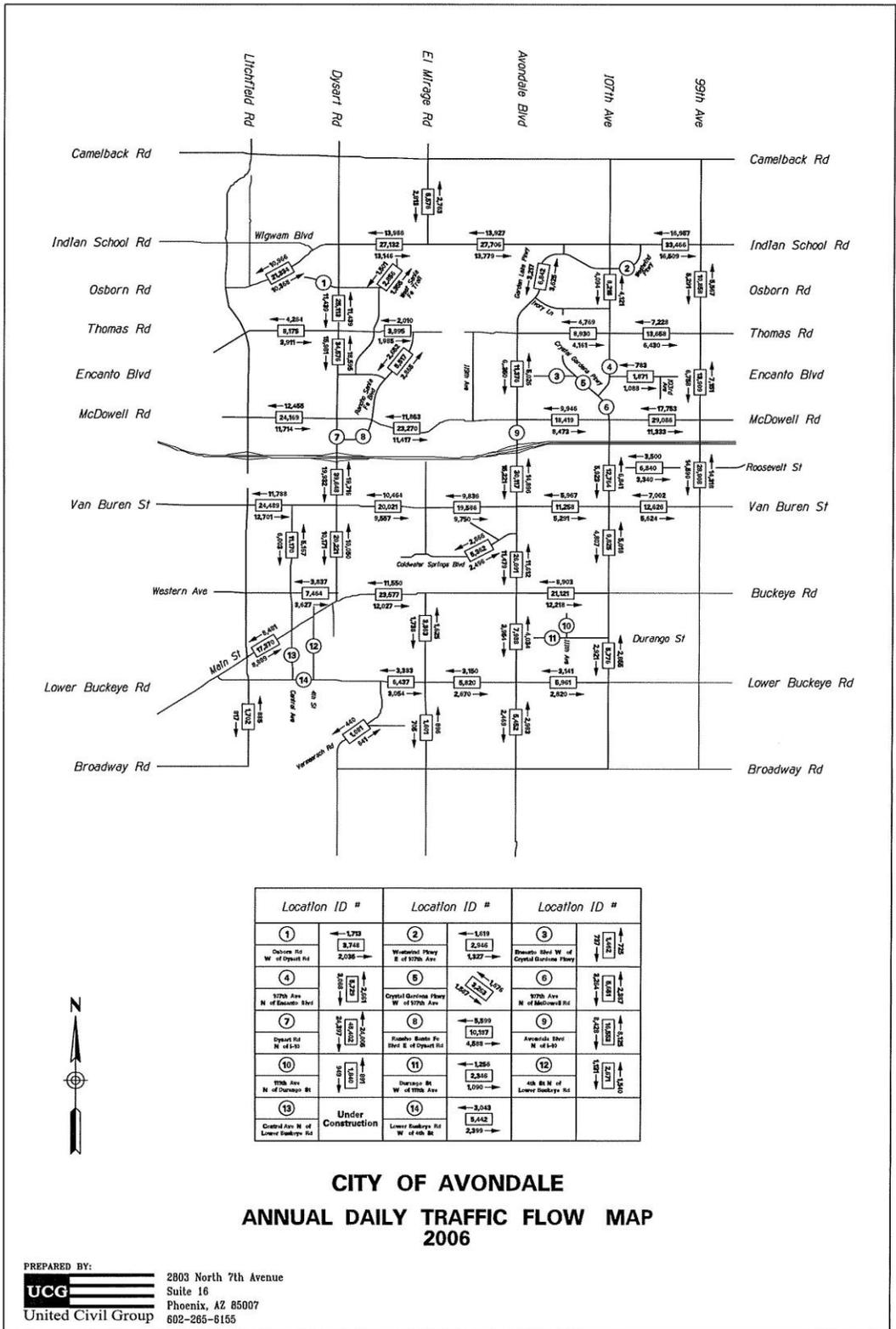
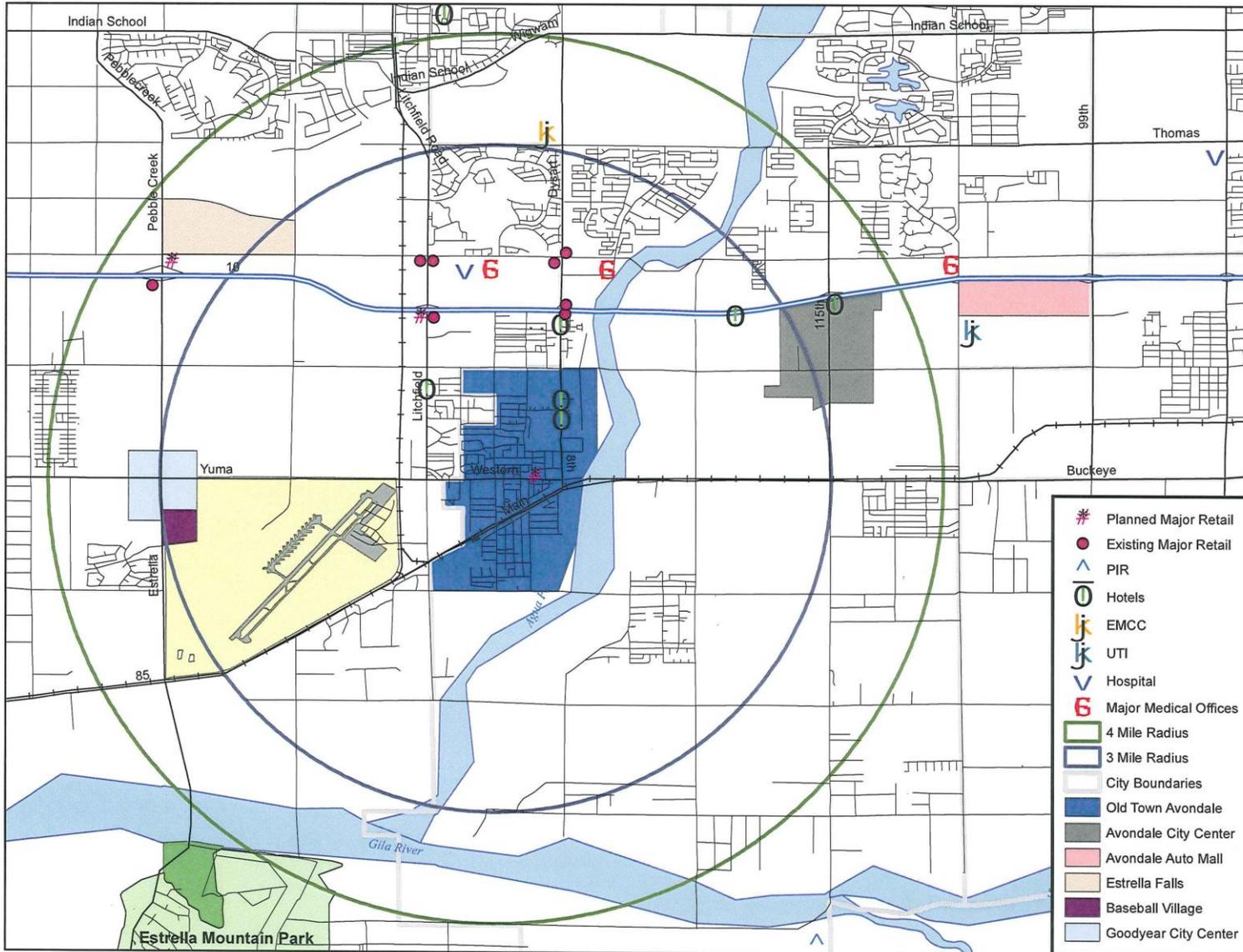


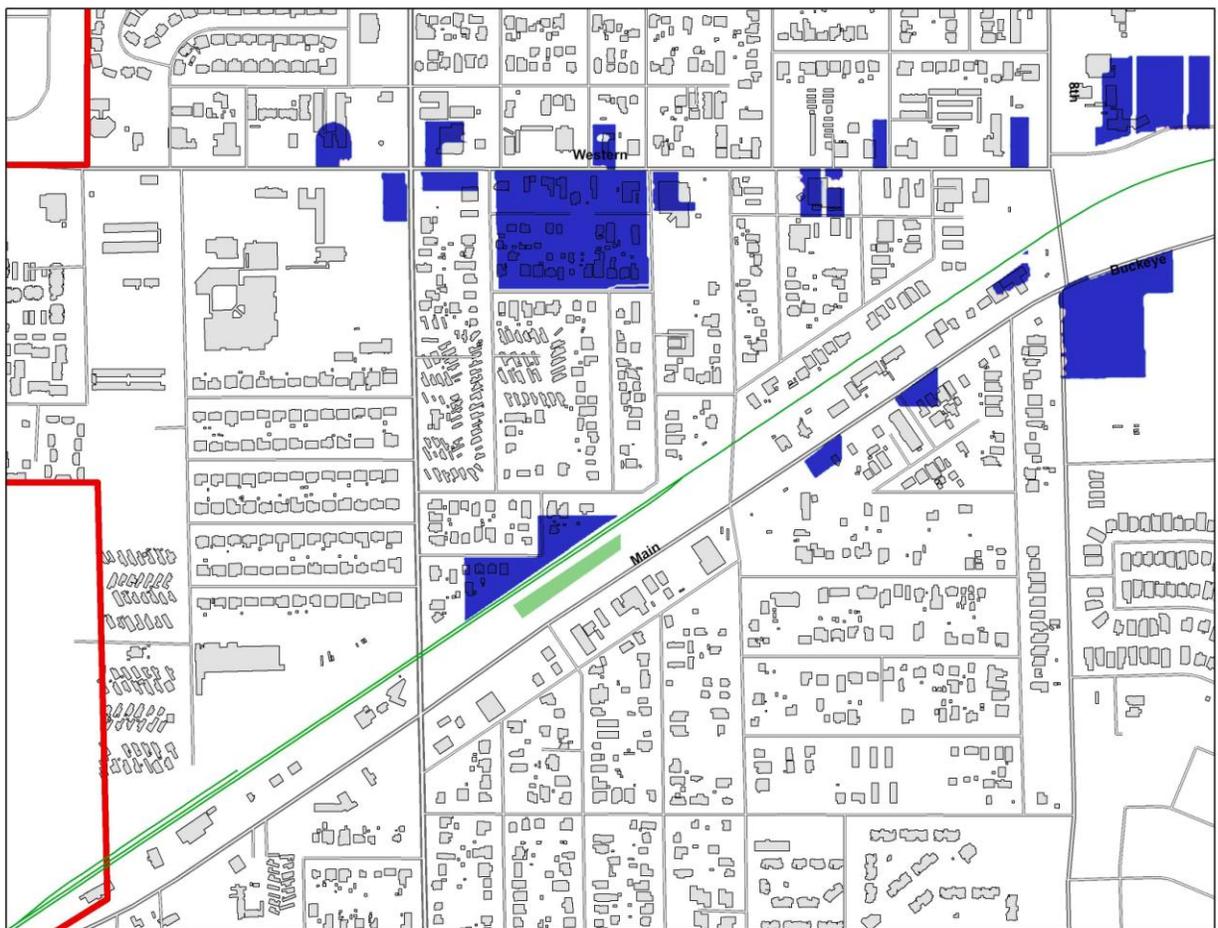
Figure 3 – Misc. Market Area Features



Property Ownership Information

Along Main Street and Western Avenue (and at the confluence of) there are roughly 19 parcels that are over 1 acre in size (illustrated in Figure 4 below). Of these 19 properties, two are owned by the City of Avondale and six are owned by persons or entities outside of Arizona. A majority of the parcels over 1 acre were identified as vacant. Ninety-eight parcels were identified along these two corridors and a sample of 51 parcels was chosen to analyze ownership information. The sample illustrated a strong presence of Arizona-based ownership, representing 45 of the 51 parcels. The City of Avondale accounted for seven parcels and the State of Arizona has two parcels.

Figure 4 - Parcel Map for Properties Over 1 Acre



Infrastructure Improvements

A number of infrastructure improvements are in progress or planned for the Old Town area, including waterline improvements within Central Avenue, 4th Street, and Dysart Road. New amenities include a multimodal trail system linking Coldwater Park with the Agua Fria River. Major transportation improvements planned for the Old Town area include:

- Dysart Road extension south from Harrison Street as a four-lane road, to intersect with Lower Buckeye.
- Reconstruction of the 4th Street pavement from Lower Buckeye Road to Western Avenue, including significant drainage improvements.
- Rehab of the pavement section to current City of Avondale Standards – Central Avenue from Western Avenue to Van Buren Street.
- CDBG Street and Sidewalk Improvements consist of a complete reconstruction of the pavement and sidewalks where necessary, and include removing and replacing water and sewer services where applicable to bring them to current standards. This project is bounded by 4th Street on the west, 7th Street on the east, Harrison Drive on the south and Main Street on the north.

Competitive Advantages

Old Town has a unique competitive position because there are so few areas like it in the metro region – with pedestrian-oriented business districts, grid-system streets that encourage walkable residential neighborhoods, and business districts made up of small-scale commercial properties in individual ownership. Much of Avondale’s retail development is large-scale, and very auto-oriented. Shops and restaurants with something unique to offer are often not well suited to centers that are designed primarily for “big-box” retail. Avondale’s concentration of these types of centers however is part of the reason that Avondale is a “net exporter” of retail goods, that is, retail sales in the city exceed what the local residents could be providing alone. Old Town should be able to capture some of this “overflow” market. Since people are already coming into Avondale from outside the community to shop, an attractive, unique, shopping district in Old Town would constitute still another attraction.

Constraints

Old Town is an untested location and setting for new market opportunities and for new development product types, so aggressive early revitalization efforts must be balanced with plans that recognize potential limitations in achieving high values in near-term development. Surrounding neighborhoods must be revitalized and generally improved, for the general well-being of residents and to alleviate impressions of blight.



**VISION:
STAKEHOLDER INTERVIEWS**

STAKEHOLDER INTERVIEWS

Introduction

This study was envisioned – structured – to ensure “meaningful collaboration.” Thus, Silicon Valley Advisors LLC and its Project Team worked closely and on a consistent basis with the City Project Manager, and a Technical Advisory Committee (TAC). In addition, interviews were held with city-identified “key Stakeholders,” residents and business within the study area. The process included conducting interviews with elected and appointed officials and general City stakeholders.

Table 1 (below) summarizes City Council, stakeholder and Technical Advisory Committee (TAC) comments on the revitalization plan and planning process. Over 20 stakeholders were interviewed for this phase of the project, including those formally designated by the City and others met informally in tours of the area, at the workshops, and at other venues.

Table 1 – Stakeholder Summaries and Input

STRENGTHS	WEAKNESS
<ul style="list-style-type: none"> ○ Long term property owners and residents ○ Stakeholder interest in preserving buildings ○ Municipal investments – New Old Town Library, fire and police substation, landscaping and streetscaping of Western Ave, etc. ○ Visible market interest through new residential and commercial – Tres Rios, etc. ○ Dysart Corridor reflects a strong light industrial base and provides local employment ○ American Legion – strong regional membership ○ New restaurants along Central Ave Corridor ○ Strong School & Church Presence in study area ○ Parks & Public Spaces – support residential ○ Dysart Road - good area for small business growth. ○ Residents Care about area – asset in re-branding ○ City’s data and mapping capability ○ Strong Sense of City history and culture ○ Changing demographics – double-edged sword ○ City owns several strategic parcels in study area. ○ School District: master plan Michael Anderson land ○ PIR interest in stronger relationship with city ○ Widespread Stakeholder support for Western Avenue 	<ul style="list-style-type: none"> ○ OTAB area perceived as high crime area ○ Census economic demographics show relatively weak local buying power ○ Schools perceived as underperforming. ○ Design Guidelines – no strong stakeholder support. ○ Incompatible land uses ○ Poorly maintained/vacant buildings ○ Conflicting Zoning – N & S. of Main Street ○ OTAB Height & Housing Density – limited ○ Weak presence of non-profit support entities for skills enhancement of smaller, independent retailers. ○ OTAB Boundary Area – criteria should be re-visited ○ Business District Guidelines – no coherent design strategy or overall unifying architectural elements ○ Absence of business advocacy group ○ Deconcini Park Area – 61% renter occupied levels suggest weak retail market to outside builders ○ Absence of property owner rehab efforts on Main St ○ Dessie Lorenz Park – negative impact on retailers ○ Signage visibility for individual businesses is weak ○ Absence of joint marketing efforts by businesses ○ Absence of vertically integrated mixed use projects
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> ○ Old Theatre building – has value; possible reuse ○ Bowling Alley – good community asset ○ County Housing Authority - Madison Heights ○ Potential for condos/lofts for young professionals ○ Strengthen creative “reuse” of existing buildings ○ Form based zoning codes contemplated for city ○ New homes along South Dysart help build image ○ Vacant Single Family lots – potential infill sites ○ Goodyear Plans along Western – collaboration ○ PIR – year round event marketing & partnership ○ Expand event programming ○ Opportunity to use vacant plaza at NWC of Central and Western Avenues as public amenity ○ Opportunity for PIR marketing partnership ○ Potential market for “live-work” spaces ○ Vacation Ownership – housing product type ○ Boutique market area within City ○ Turn ethnic demographic growth into asset ○ Old City Hall – good site for creative reuse ○ Need to exert good design on single-family vacant infill lots dispersed throughout residential areas ○ Expand Crime Prevention Through Environmental Design (CPTED) program utilization 	<ul style="list-style-type: none"> ○ Old City hall – has limited window for rehab ○ Mobile Homes Parks – reflect crime activity ○ Social Service Needs high in general area ○ Main Street/MC-85 – County road widening could disrupt and destabilized retail businesses ○ Costs of building rehab – prohibit reuse ○ Older residential parcels – code issues/vehicles, etc. ○ Major variance in architectural design approaches ○ Mobile Homes deteriorating within existing parks ○ Funding for façade improvements, incentives is limited ○ Absence of on-going business training for owners and managers ○ Older single family housing stock – poor condition ○ New Avondale Residents – poor opinion of OT area ○ Liquor Store on Western – pedestrian safety concerns ○ Stakeholder expectations for new revitalization plan based on skepticism from previous experiences



CIVIC ENGAGEMENT

CIVIC ENGAGEMENT

Introduction

Public participation was accomplished by conducting several design charrettes, in strategic locations throughout the study area. Local residents and area stakeholders developed Conceptual Design Scenarios, ensuring responses to existing detrimental uses and shaping the nature and scope of future land use patterns and “infill development” projects in the study area.

The design process is summarized in Table 2.

Design Process and Schemes

Table 2 – Public Workshop Schedule

Open House	Nov. 7 – 6pm	(Note 1)	Open House featuring individual discussion stations for one-on-one interaction with consultants
Design Workshop	Nov. 8 – 6pm	(Note 1)	Participants were put into groups to actually design areas according to what they want Western Ave. to look like, using “toolkits” of hands-on 2D site planning and elevation design tools
Design Workshop	Nov. 14 – 6pm	(Note 1)	Participants were put into groups to design areas according to what they want Main Street to look like, using “toolkits” provided
Final Presentation	Dec. 11 – 6pm	(Note 1)	Consultants presented, for comment, computer-generated illustrations of what key intersections of Western and Main could look like, including detailed views of certain elements

Note: 1. All functions held at Michael Anderson School cafeteria, 45 S. 3rd Avenue

The purpose of the workshop process was to propose and develop design solutions and stimulate community participation for the creation of a revitalized livable urban land use pattern characterized by walk-ability. The Open House (7th November 07) and Workshop (8th and 14th November 07) events were held within the community at the Michael Anderson School. The Stardust Center staff presented a PowerPoint presentation at the kick off of these events, followed by group participated design sessions. The presentation focused on introducing the community to design ideas including live/work, mixed/use, pedestrian connectivity and desert responsive sustainability. During the Open House community members participated by identifying strengths (yellow dot), weaknesses (red dot), and opportunities (green dot). The sticker dots were placed directly on the large format visual reference maps of the existing store fronts and park areas along Western Avenue and Main Street (See Appendix Exhibits 2, 4). The primary goal of the Open House was to encourage information gathering and begin to bring ownership and stewardship together.

Two design workshops followed the open house. (See Appendix Exhibits 3, 5). One workshop focused on Western Avenue (Central Avenue to Dysart Road), the other Main Street (Central Avenue to Dysart Road). As a part of the design workshop process, local residents, business owners and stakeholders had the opportunity to redesign their community. They were given a kit of parts with which to build improved intersection site plans and elevations. The results from these community events were photographed and served as the first step towards the development of the final revitalization master plan. Community members visualized development of live/work and mixed/use units, sometimes on their own properties. Pedestrian needs and bike paths were quickly located. During the development of Western Avenue, workshop participants gravitated toward the outdoor farmer's market concept as a hub of activity around which development could flourish. Along Main Street, workshop participants utilized the west and east ends of existing Dessie Lorenz Park to create a vital artisan zone.

Several case studies were chosen to illustrate specific design ideas within the framework of this revitalization plan and serve as reference for live/work, mixed/use, pedestrian connectivity, safety, increased density patterns, and desert responsive design. Examples include adaptive re-use, active open space, shaded walks, outdoor cafes, family friendly courtyards, and farmer's markets.

- ***Old Town, Mesa AZ***

The Old Town Mesa parking strategy helps inform the design, as a working model of rear surface parking lots. These public rear lots on city-owned parcels are accessible by pedestrian links from the main street to the rear of the building. Old Town Mesa also supports successful on street parallel parking. The store fronts line the main street and create a continuous, active pedestrian friendly oriented retail edge; while unattractive parking lots are hidden from view. Further, the lots act to consolidate parking into major shared public locations; rather than expecting individual businesses to shoulder this burden. Separation of parking lot entry drives from major sidewalks and pedestrian access to the storefronts is a safety feature and also allows for the development of continuous design of a shade structure above the walkway, in the form of an arcaded walkway. (See Appendix Exhibit 7).

- ***Artisan Village, Phoenix AZ + Live/work, Tempe AZ***

The Artisan Village in Downtown Phoenix Arizona and the Live/work units in Tempe Arizona are case studies that offer street oriented live/work units. Buyers interested in having the convenience of combined living/ work experience, are attracted to the flexible space. While the Artisan Village aims to target the economics of the local artisan community, the other focuses on attracting young professional entrepreneurs. The flexibility of the floor plan design, allows for separation of the living unit for privacy from the more public storefront. The integration of uses, if done right can lead to a more equitable distribution of local resources. The overall site plans provides interconnected shared pedestrian amenities ranging from a pool to a dog park with units that line pedestrian courtyards. Parking is provided for the shops via on-street, parallel parking. (See Appendix Exhibit 9).

- ***Mill Avenue, Tempe AZ***

The Mill Avenue case study illustrates street oriented retail, pedestrian friendly linkages, and

organic place-making. The streets are aligned with shaded pedestrian scaled retail entryways. The parking is both on street parallel and rear lot. There are pedestrian links that have landscaped and developed courtyards. Many have water features that serve as points of oasis in the desert climate. The dynamic street oriented retail is continued on the lower and upper retail levels with patio and balcony outdoor eating areas. When driving into this area, one has a sense of arrival and a notice ability of being at the place of destination. The intersections are paved with decorative brick pavers. The tree lined median and sidewalk buffer the pedestrian experience from the vehicle movement. Rows of shade trees in the ROW exist between the pedestrian on the sidewalk and the traffic lane, slowing traffic and creating a safer more walk-able environment. (See Appendix Exhibit 6).

- ***Arizona Corridor, Chandler AZ***

The Chandler connection to Old Town Avondale is relevant at several levels. It serves to illustrate the successful approach of identifying major corridors for revitalization. Developed points of entry signify arrival to the newly developed area. The boulevard is lined with trees between the traffic aisle and the sidewalk. A median is planted with trees also. On-street parallel parking provides continuity and accessibility. The blocks are in-filled with housing, retail and commercial, street lined buildings. Pedestrian connectivity is a key feature. The zero setback creates a pedestrian oriented intersection. Street sections of Main Street and Western Avenue in Old Town Avondale were compared to sections along the Arizona Corridor. It was determined that this case study when applied to Old Town Avondale would be spatially feasible. (See Appendix Exhibit 8).

Chandler as Comparable, Market-Based

ASU Stardust Center presented a number of images of the revitalization plans for Downtown Chandler at various civic engagement venues for the Old Town Avondale project. Some elements of this plan are now being implemented. In addition to the physical similarities between the two projects, there are market-based similarities as well, and are summarized below. The similarities add credibility to the prospects for revitalization of Old Town.

- Both project areas are surrounded by older, low-cost housing, mostly single family, with a high percentage of Hispanic/Latino households.
- Both have been the subject of past municipal investment in improvements, which have fostered varying degrees of, but mostly limited, success.
- Both are based in suburban communities that have some diversification of their industry base (this is particularly true of Chandler), but lack a strong diverse employment core and a core of civic activities.
- Both have indirect frontage on major streets and are ½ to one mile from a freeway exit.
- Plans for both areas encourage mixed-use development at densities well above those that have previously existed in the area. However, Chandler is focused primarily on markets outside of surrounding neighborhoods.

Downtown Chandler has the advantage of the historic San Marcos hotel, and major civic facilities in close proximity. Old Town Avondale is located in an area with greater prospects for continued growth, while Chandler is essentially built out from a residential standpoint.

Initial Project Focus

To maximize the effectiveness of the revitalization study, the consultant team, in consultation with the City, recommended that Western Avenue and Main Street be the focus of the study, based on the following points:

- The Dysart and Central corridors are relatively stable, and some retail space is serving the local residential base.
- Old Town Avondale is a unique place – historically, in look and feel, and in the make-up of local distinct neighborhoods and the business community. Western Avenue best embodies this quality of distinctiveness, and has a number of improvements already in place that help make it a pedestrian-friendly environment. Parcels at the intersection of Western at both Central and Dysart offer visibility, high traffic counts, and good ingress and egress due to street and lot configurations.
- Western Avenue poses the most complex challenges for revitalization due to its aging building stock, less visibility from thoroughfares, lower traffic counts, etc., compared to Dysart, Central and Main Street retail corridors, and relatively small properties.
- Western Avenue also offers the most inviting setting for intensified commercial development, given its existing/previous streetscape and civic improvements, potential for land assembly, as well as its general location.
- Consequently, the revitalization of Western will have the most significant impact on the entire study area.
- Main Street has a number of problems but a range of potential solutions. There is an obvious turnover of retail uses without a noticeable change in development improvements, tenant mixes, or signs of significant property investments. This retail corridor is basically recycling the same or similar uses and has no economic force to entice new retail users.
- Even though Main and Western are very different, it should be possible to encourage some physical if not functional linkages between the two.

Public Sessions

At the Open House, comments by attendees included the following:

Table 3 - Public Input

Strengths/Opportunities	<ul style="list-style-type: none"> • There are people who want to live over their store • Some land assemblages already exist
Problems	<ul style="list-style-type: none"> • Area affected by crime, and people feel unsafe • Graffiti • Dark – lighting is insufficient on Western • Dangerous/loose dogs are present • Drug addiction is in evidence • Incompatible uses exist in the Western/Main corridors • Apartments south of Boys & Girls Club need attention
Items for resolution	<ul style="list-style-type: none"> • Homeless and their needs • Is depth of lots sufficient for parking?

At the design workshops, community members were first asked to post stickers along the length of the street maps showing positive areas, negative areas, and opportunity sites. This process helped identify areas of interest for development. Second, the attendees divided into small working teams to brainstorm each of the selected sites. Participants were asked to use some of the design strategies to lay out parking, open space, commercial, retail, and housing on selected sites. Then each team presented their site to the entire group, in the context of the whole street. At the end of the night, participants had produced rough infill maps showing height, use, and generalized site plans for each of the selected sites along the corridor being addressed at that session – Western Avenue in one case and Main Street in the other.

The workshop attendees were primarily those with direct involvement in the corridors, either as property owners or businesspersons.

Participants in the Design Workshop on Western Avenue indicated:

- School’s bus barn could relocate
- Offices and residences at Dysart & Western would have (on upper floors) views of mountains to south as an amenity.
- At Central, historic gym – could have public function
- Presence of jail is a problem
- Farmer’s market at SWC Central and Western

- On Western, a surface lot at Dysart could have an interim parking function – is this a model for Main?

Participants at the Main Street workshop recognized that Dessie Lorenz Park was a focal point for many problems, even while it perhaps had potential as an amenity. Participants did not hesitate to suggest converting part of the park to building sites.

Other points raised by attendees included the following:

- Mimic Western, in character
- Homeless need a check-in shelter, plus other facilities. Does not need to be in Old Town, but close
- Dessie Lorenz Park: No reason to go there. Might be useful for a “green connection” to other parks/paths
- The homeless who now make use of Dessie Lorenz Park should be accommodated in a more organized way somewhere in proximity to the park.
- Some existing trailer parks can be a blighting influence.
- There is an old industrial facility in the triangular parcel north of Main between Central and 3rd Avenue, which could possibly be re-purposed or otherwise upgraded.
- Lack of retail zoning on the north side of Main constrains some uses that could otherwise be compatible with the street’s function, at present and in revitalized form.

The Final Presentation of the refined plans drafted at the workshops allowed attendees to comment further on the proposed development schemes.

General Design Program Guidelines

Both the workshop results and additional input from within the consulting team lead to the following general program guidelines for the conceptual plans:

1. Both local and outside-serving businesses can be accommodated in a “hybrid” model for revitalization, and there are strategic as well as market-driven considerations to this approach. Accommodating both local and outside-serving businesses has a number of advantages, including:
 - Greater "ownership" by local-area residents, both literally in terms of property and business investment, and figuratively in terms of shopping habits and general good will.
 - Many existing owners/tenant stakeholders are already willing and eager to make changes that would foster revitalization.
 - This approach makes it easier for the area to transition from present conditions, and over-speculation can be minimized.

- This approach takes advantage of the existing unique character of Old Town, and helps distinguish Old Town from the Avondale and Goodyear City Centers and other new development.
 - The results of this approach should include both enhanced existing businesses and additional businesses serving local neighborhoods as well as outsiders.
 - It is in keeping with ambitious but still appropriately scaled plans.
2. As general guidance to the conceptual designs, the consultant team recommended that designs be based on surface parking, rather than structured.
 3. A mix of uses should be included: residential, retail and office, and there is potential for experimentation in such forms as “live-work,” which would also increase the flexibility of the designed areas.
 4. Residential should be mixed-income in order to achieve diversity in the market, be compatible with existing neighborhoods (both low-income and new market-rate subdivisions), and, by including well-designed affordable units, to help jump-start both the other residential and the commercial elements of the plan.

These guidelines should tend to avoid over-speculation and pressure for over-zoning the revitalization area.



DEVELOPMENT FEASIBILITY OVERVIEW

DEVELOPMENT FEASIBILITY OVERVIEW

Introduction

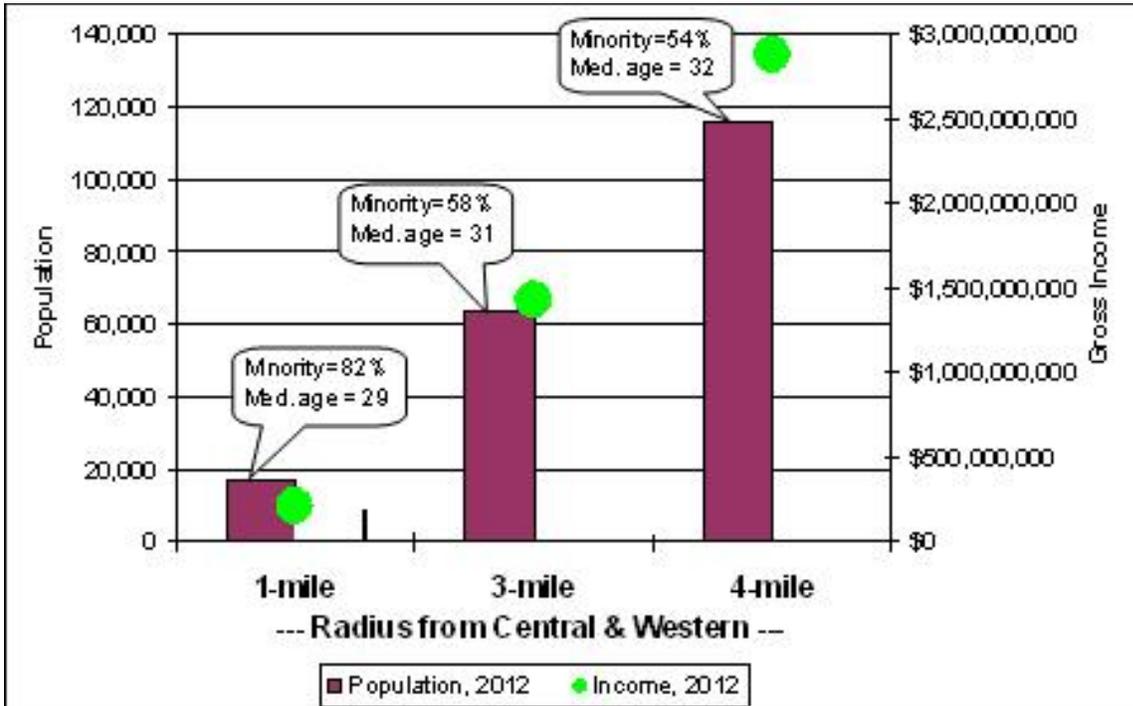
The focus of this section is an examination of general market conditions in, primarily, the area surrounding Old Town Avondale. This focus is based on the following:

- Old Town is one of few older commercial neighborhoods in the west metro Phoenix area, and of these it is probably the most attractive. Consequently Old Town can appeal to retailers who desire a location that distinguishes them from the usual shopping center.
- Avondale has many shopping centers that feature “big box” stores and their related shopping centers. These large centers tend to be less attractive for some types of retailers, in particular specialty stores and services, than smaller shopping centers and districts closer in scale to pedestrian environments.
- The City of Avondale already has a shopping magnet for its surrounding region, attracting more retail sales dollars than its population alone could generate, so people in the surrounding region could also be attracted to Old Town.

Indicators

To provide overall indicators of development potential for the study area, we obtained a set of population and demographic estimates for the area within 1, 3 and 4-mile radii from the intersection of Central and Western Avenues, as a point of reference for the study area. The results are summarized on Figure 5 (below). The figure emphasizes the scale of the trade area surrounding Old Town.

Figure 5 - Summary of Population and Demographic Estimates



For the purpose of providing a general scope of the overall market demand *potentially available* to the study area, the following analysis provides considerable insight. Using the same 1-4-mile data set described above, we also analyzed generalized retail demand for certain categories of retail/service uses, using an abbreviated version of retail analysis models produced by affiliates of McClure Consulting LLC in Orange County, The Natelson Dale Group. The general categories are specialty retail and restaurant, with some allowance for apparel, home furnishings, and convenience or specialty markets. Essentially, this analysis reflects the retail/service needs of a given geographic area in light of established industry standards, such as the estimated number of households, income, etc., needed to support a certain amount of store space. This analysis included the following categories:

Table 4 – Establishment Categories

Modeled Categories	
<i>Specialty Store Categories</i> Gifts, art goods & tourist-type retail items. Sporting goods Florists Photographic equipment & supplies Musical instruments Stationery and books Jewelry Office, store & school supplies* Other specialties	<i>Restaurant Categories</i> Fast Food * Restaurants selling beer and wine Restaurants selling all types of liquor <i>Other Potentially Relevant Categories</i> (addressed indirectly by factoring) Specialty Markets Apparel Furniture and Home Furnishings * Special treatment in model: Reduced demand by 50%

The results of this analysis are summarized on Table 5 (below). The table shows that, even within a 3-mile radius, gross demand for space (2008 and beyond) is in the range of 700,000 to 800,000 square feet. At 4 miles, gross demand is 1.3 - 1.6 million square feet within this larger trade area.

Table 5 - Gross demand for space in restaurants, specialty goods, and other selected retail/service categories within 3 and 4-mile radii lines.

Study Area Retail Trade Areas- Retail Category	2007	2008	2009	2010	2011	2012
1-Mile Area:						
Specialty Stores/Restaurants	84,911	86,901	88,988	91,023	93,156	95,340
Other Relevant Categories ¹	29,719	30,415	31,128	31,858	32,605	33,369
Services	16,982	17,380	17,788	18,205	18,631	19,068
Standard Vacancy	4,246	4,345	4,447	4,551	4,658	4,767
TI Old Town Avondale	135,857	139,042	142,301	145,636	149,050	152,544
3-Mile Area:						
Specialty Stores/Restaurants	418,049	437,326	457,493	478,589	500,659	523,746
Other Relevant Categories ¹	146,317	153,064	160,123	167,506	175,231	183,311
Services	83,610	87,465	91,499	95,718	100,132	104,749
Standard Vacancy	20,902	21,866	22,875	23,929	25,033	26,187
TI Old Town Avondale	668,878	699,722	731,989	765,743	801,054	837,993
4-Mile Area:						
Specialty Stores/Restaurants	754,917	802,340	852,742	906,311	963,244	1,023,754
Other Relevant Categories ¹	264,221	280,819	298,460	317,209	337,135	358,314
Services	150,983	160,468	170,548	181,262	192,649	204,751
Standard Vacancy	37,746	40,117	42,637	45,316	48,162	51,188
TI Old Town Avondale	1,207,867	1,283,744	1,364,387	1,450,097	1,541,191	1,638,007

Source: TNDG Retail Demand Model, see text.

A more detailed treatment of Table 5 (above) is shown in the section, “Recommendations for

¹ Other potentially relevant categories include apparel stores, convenience markets, and home furnishings stores.

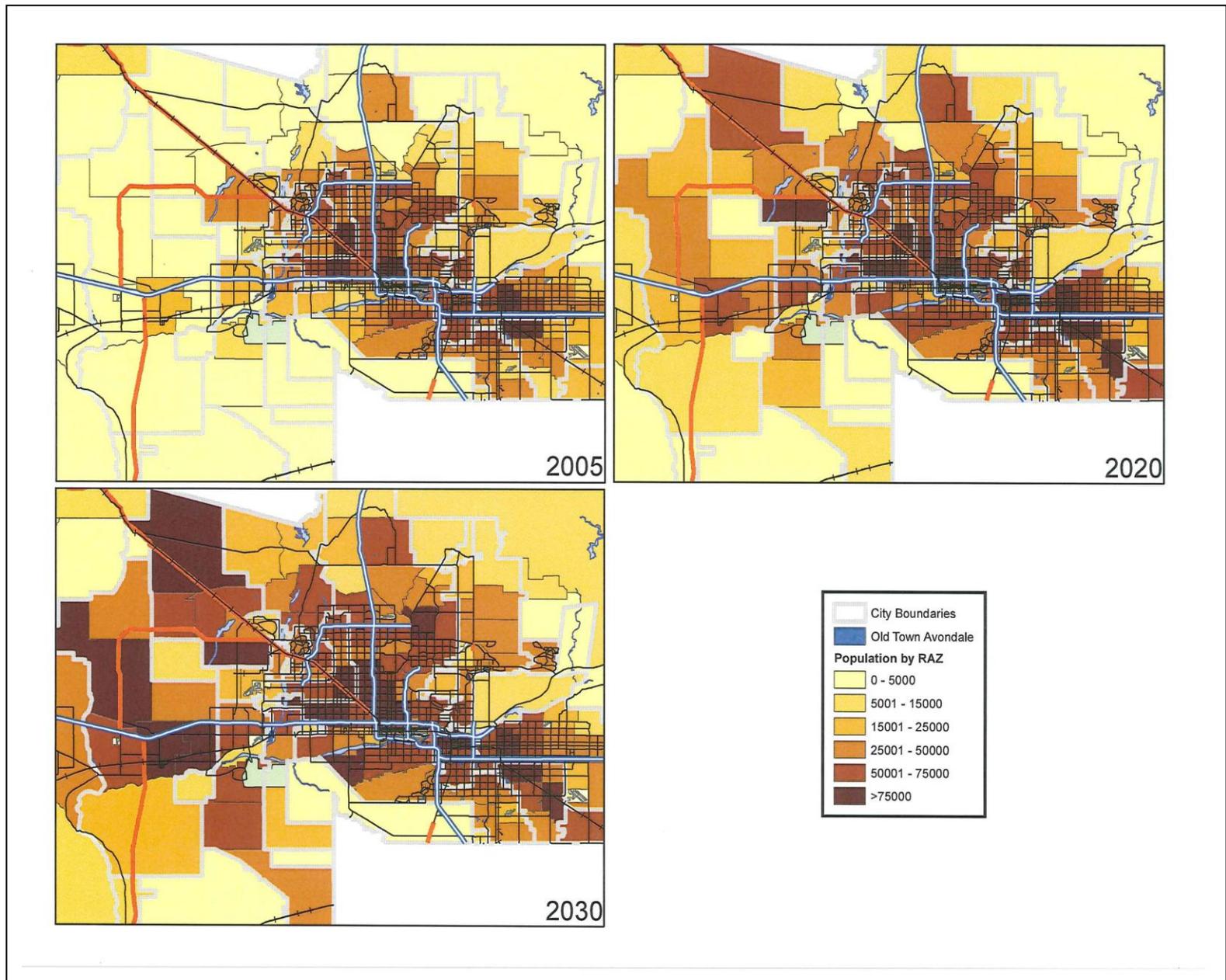
Target Tenants on Western Avenue and Main Street,” below.

Not only is there a sizable population base surrounding the study area at the present and in the near-term future, this base will expand as the west side of metro Phoenix continues to grow. One way of demonstrating those expectations of growth is through projections produced by the Maricopa Association of Governments (MAG)² and seen below in Figure 6. The maps show how the population will increase in the trade area for Old Town Avondale. These maps also show the major development features surrounding Old Town and discussed in a previous section.

It is also important to note that the potential we are discussing here has not been available until relatively recently. It is not coincidental that Goodyear is now taking its City Center project, directly west of Old Town, into the implementation phase.

² Maricopa Association of Governments, Socioeconomic Projections of Population, Housing and Employment by Municipal Planning Area and Regional Analysis Zone. May 2007.

Figure 6 – MAG Population Projections

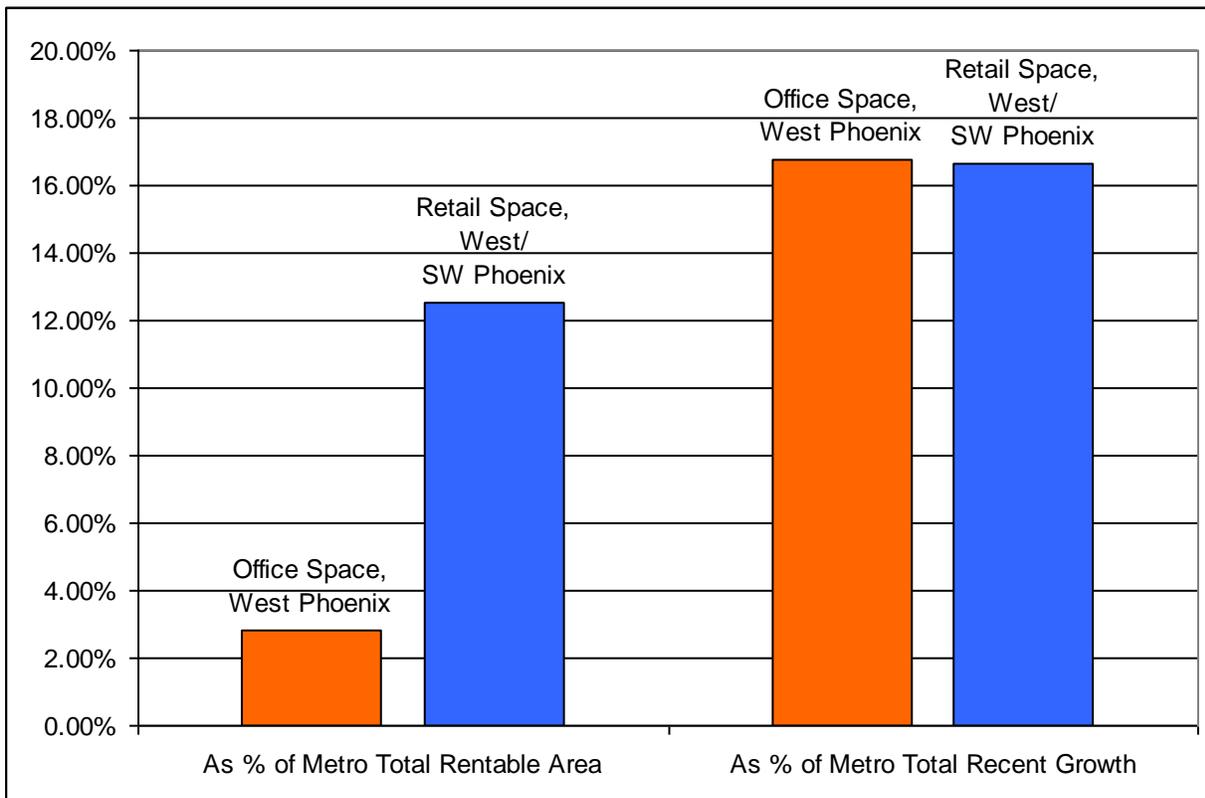


Retail and Office Market Relationships

As general rule, demand for retail space in west/southwest metro Phoenix is greater than that for general office development. For example, data from CBRE³ indicate that the total existing base of retail rentable area in “West/Southwest Phoenix” (the area roughly west of Central Avenue in Phoenix and south of Camelback Road) is almost nine times that of the office base in “West Phoenix,” where West Phoenix is a larger area to begin with (and includes all the west-side 101 corridor, for example). The West Phoenix office market is growing fast however, and consequently retail and office demand are drawing closer together.

In Figure 7 (below), retail and office space are expressed as percents of Metro Total Rentable Area, and of Metro Total Recent Growth, where Recent Growth figures represent the sum of space under construction and completed during the subject quarter. The chart indicates that recent retail growth is a higher percentage than the existing supply, which we would expect in a growing area where retail tends to be proportionate to population. The chart also shows that office space is growing in the “West Phoenix” sub-area at an even greater percentage differential than retail, suggesting that the west metro area office market is expanding at a greater rate than general urbanization.

Figure 7 – Metro Growth and Rentable Area Comparison



³ CB Richard Ellis, Phoenix Retail Market View and Phoenix Office Market View, 3rd Quarter 2007. The area designations are those of CBRE.

Space traditionally classified as “retail,” however, which includes space found in shopping centers, typically includes a proportion of uses in service industries, some of which occupy office space. Uses include, for example, real estate brokerage, medical services, financial services, insurance, and the like. In metro Phoenix, office-service space typically occupies 20 percent of shopping center space, according to figures analyzed for other projects by McClure Consulting. In a place like Old Town Avondale, this percentage could easily be 25 percent or higher, for the following reasons:

- Avondale has a disproportionately large amount of retail space, as we (and others) have documented in the Existing Conditions report for this project, and much of this is located north of the Old Town Area. The newest and best quality of this space is concentrated in community, or power, centers, which are generally not as appropriate for the location of small shops or office spaces as smaller-scale neighborhood centers.
- Assuming Old Town revitalization takes a form that includes mixed-use projects, such projects can be better tailored to make service-office spaces more attractive than a typical shopping center, by allocating specific parts of the project to such uses, and by being part of the “civic amenity” represented by the revitalized, urbanized setting for the project.

Gross Residential Demand

According to projections secured for this project from ABC Demographic Consultants, Inc., 345 housing units will be needed within a 1-mile radius of Central and Western over the next five years. Within a 3-mile radius, over 4,000 units will be needed. As Figure 5 indicates, continued population growth is expected to occur in the sub-region surrounding Old Town.

Relative Strength of Condo Market

From the second quarter 2005 through the first quarter of 2007, multifamily building permits averaged 20 percent of all residential permits, for all of Maricopa County. For Avondale and Goodyear combined, multifamily was 16 percent. For the last three quarters, countywide, multifamily was 26 percent of all residential, although it was a considerably smaller percentage in Avondale/Goodyear. For just the townhouse/condo portion of multifamily, sales of new units in 2006 were 16 percent of all new housing units, up from 8 percent in 2005.⁴

Although sales for homes of all types have slowed during this period of correction in the residential market, condominiums, especially “urban” condos, tended to fare better early in the downturn, based on presentations by local development professionals. However, because these projects typically involve fairly long lead times and commitments of a large number of units at one time, they can suffer disproportionately in any down cycle.

The growth trend in urban-type housing, which has been a national phenomenon, could take different directions as the housing problem resolves, but the trend could very likely continue or

⁴ Data from Arizona State University, Realty Studies website: <http://www.poly.asu.edu/realty/>

grow stronger, as people's sense of value in residential property, willingness to take on long commutes, etc. evolves.



CONCEPTUAL REVITALIZATION SCENARIOS

CONCEPTUAL REVITALIZATION SCENARIOS

Conveying a positive, dynamic progressive image is critical to Old Town Avondale's short and long term financial viability. The image established must be timeless, reflecting the value of local traditions and ideas, while focusing ahead toward the possibilities the future may offer. The long term success of the Old Town Avondale newly revitalized gateways are largely dependent upon the quality of the initial image established. An image reflective of the cultural, historical, and regional significance of the site is important, while creating a unique setting for a quality mixed use environment. Plan-makers have found that objections to particular use in given neighborhoods could be more a matter of incompatible design than incompatible use. General uniformity of exterior building design allows for mixed income to exist by minimizing perceivable class distinctions. However, organized community-making should also protect individualism and avoid total conformity. The idea that social mixing and social diversity supports urban life at all levels includes the notion that human lives are mutually supportive.

Throughout the project a well conceived signage program is critical to the visitor's perception of the overall project.

Proposed Zoning

Existing OTAB zoning is proposed to be expanded to include all five gateway intersections. (See Appendix Exhibit 1).

As in the code the Old Town revitalization master plan,

“Is intended to provide for general retail, residential, professional office/service, and mixed-use activities serving a regional/community-wide need under design standards which ensure compatibility and harmony with adjoining land uses, and which encourage the highest quality of design and development. The OTAB zone is intended to promote a strong pedestrian orientation through its mix of permitted uses and specific development standards.”

Other important features included in OTAB code are, additional height of structures allowed up to three (3) stories, sidewalk café and vendors encouraged, and joint-use parking.

Design Guidelines

Materials utilized should have a sense of permanence and innovative response to the climate; utilizing green building methods whenever appropriate and available. Vegetation should be appropriate for the region. This master revitalization planning recommendation envisions a durable, sustainable landscape, respecting the past while responding to the present and

accommodating the future. The overall design theme should be expressed through native materials, color, and texture including wood. A mix of industrial materials can evoke a high tech, progressive approach and would be especially appropriate along the dynamic industrial train path. Throughout the project a well conceived signage program is critical to the visitor's perception of the overall project. The signage system provides clear direction into the district gateways, efficient circulation, way-finding, and identifiable landmarks.

Proposed Gateways

The intersection gateway strategy allows plan-makers to identify specific locations at which to increase urban character. The five intersection gateways identified for the revitalization of Old Town Avondale district are: (See Appendix Exhibit 10)

- Western Avenue + Central Avenue
- Western Avenue + 5th Street
- Western Avenue + Dysart Road
- Main Street + Central Avenue
- Main Street + 4th Street

The increase of both residential and retail components at the Gateway Intersections will deliver increased community health, welfare, and safety. The mixed/use and live/work building typology offer a continuity in occupancy from the daytime hours to the nighttime shift. Having a presence of thriving activity both before and after the workday hours protects the neighborhood from crime that might occur if the area were perceived to be unwatched. Thus a reciprocal relationship between residents and businesses support each other both economically and socially. The building design at these gateways reflects the classic 'eyes on the street' strategy by orienting windows and balconies to the street. Gateways are further enhanced through the addition of planted landscape and comprehensive signage increases pedestrian safety. Safety of pedestrian circulation through the Gateways and along the associated corridors is insured through a mix of traffic calming devices and decorative crosswalks. Insuring safety will attract new entrepreneurs to the area.

Proposed In-Fill Building Types

The proposed schemes contain a various intermix of in-fill building typologies. The handling of the parking is both integrated into the residential unit types and provided for through various surface parking strategies. The existing building type is a box, one level high (approx. 12'-15') with a fairly consistent street façade. Western Avenue and Main Street currently consist of both retail and residential building types intermixed.

Live/work [92 units]

Live/work units provide economic and spatial flexibility. The proposed live/work units are typically 24' wide by 35' in height. The retail space on the bottom floor is typically 15' high. This flex space is designed to spatially accommodate either: retail, office, workshop, or even studio apartment, anything allowed by OTAB code. The floor plan for the shop is approximately 20' deep with a garage in the rear also 20' deep. 4 – 8 units can be arranged

side by side in a linear way. Each unit has its own parking garage which accommodates the residential portion of the unit and allows for internal parking. The garage doors face the rear of the units, which is a secondary access road/ alley servicing the building. The guest parking can be found as a parallel condition along the back of the access road/ alley, on the side in a small surface lot, or on the street in front. The front façade of the live/work building is anticipated to have some type of built in shaded structural device at the first floor level (15') that will accommodate pedestrians and outdoor eating, cool the building by protecting the retail window from direct sun and add flair to the façade.

The economics of the live/work unit are typically desired by upper middle income families however, this proposal includes the thought that they can be made economically affordable to the working class demographic which will in turn increase their economic structure as the families benefit from the business as it works to also economically support the home.

Townhome [107 units]

The townhome unit is similar to the live/work unit in its approach to parking. Each unit is served by its own private garage on the lower level. Townhome buildings are linear and can contain 4 to 8 units. The buildings are aligned back to back, in a parallel manor that creates an auto court in the rear, pedestrian court in the front. The front door of each unit faces a pedestrian courtyard that is approximately 22' wide. The overall height is approximately 35'; each floor is approximately 11'5" high. The garage and front entry are on the first floor. The ground floor front entry space is design to be a semi-private/public transitional covered patio. The second floor features partially shaded outdoor balcony spaces on both the front and rear of the unit, increasing safety through designed visibility. The third level provides additional square footage. Economically, these townhomes could serve a variety of mixed income home owners.

Apartment [212 units]

The apartment units in this plan are located on the second and third floor of several strategically located commercial buildings. The apartments will serve the rental community. Parking is on the surface in rear lots and on-street parking.

Commercial [total SQF]

The commercial typology provided here varies from two to three floors types. Overall heights max 40'. In most cases the main entry is designed with a strong diagonal orientation at the corner of the intersection. Facing the retail toward the center of the intersection serves to activate the space for pedestrians, as well as visually provide destination awareness to drivers. An arcade structure along the street at the retail level provides shade for pedestrian users, as well as architectural stepping which softens the mass of the building and references the original Old Town Avondale architectural scale. Arcaded entryways reinforce pedestrian way-finding. The surface parking is located in the rear of the building and through on street parallel parking.

- *Two (2) Floor Commercial*

The first and second floor level of the commercial building can be retail. The second level could also be retained as office space.

- *Three (3) Floor Commercial*

The second and third level of the 3 story buildings are designed as apartments. The first floor level of the commercial buildings can be retail.

Proposed Remodel

The existing Food City located on the SWC of Main Street and 4th Street has been selected for several upgrades and improvements to better integrate it into the pedestrian friendly scheme. The original entrance should be relocated to the west side of the building adjacent to the parking lot found there. The improved entrance is recommended to be 25' high rather than the original 15'. This new entrance will serve as both a way-finding beacon and provide safer ingress/ egress access, no longer directly aligned with Main Street vehicular traffic. The existing parking to the east of the building should be landscaped and designed to become a pedestrian court which could support an auxiliary café.

In keeping with the revitalization efforts already in development at the intersection of Western and 5th street and the community workshop feedback, this plan recommends that the existing deteriorated motor court/trailer park located on the north east side of Western Avenue and 4th Street be replaced with a residential / retail component that offers increased safety and pedestrian oriented retail.

Proposed Farmer's Market

The SWC of Western Avenue and Central Avenue is currently an open field adjacent to the school. The existing metal fencing is unappealing and blocks pedestrian access to the space. (See Figure 8). However, a redesigned operable gate, in a more refined material such as wood, could provide both access and security when in use by the school. This corner was identified as an opportunity to develop an active Farmer's Market which would come alive on weekends and serve as a landmark during the week. The design of a permanent shaded structure along the sidewalk, orientated to face both Western Avenue and Central Avenue provides usable space for tables and vendors during the open market times, and while always functioning as a shaded pedestrian gateway to the park. There is an opportunity to develop Old Town Avondale signage on this structure.

Proposed Signage

To increase way-finding and safety it is suggested that Old Town Avondale develop unique signage and map locators along Western Avenue and Main Street at the five (5) designated intersection gateways.

There is an opportunity to develop and integrate a comprehensive signage plan. OTAB addresses signage for vendors during the license application process stating that applicants must include,

“43.3. A description and photograph (including signage and colors) of any stand to be

used in the operation of the business.”

Figure 8 - Existing Fence at the Proposed Farmer's Market Site



Proposed Schemes

3D models and design scheme site plans have been generated for all 5 major intersection gateways. (See Appendix Exhibits 10-20). Basic services, existing and proposed, that constitute a network of places are listed at each intersection below.

- **Western Avenue + Central Avenue**
Strengths: Existing school, church, and park
Opportunities: Re-vitalize existing theater, introduce residential mixed/ use as transition to surrounding single family neighborhoods
Weaknesses: Increase pedestrian connectivity

- **Western Avenue + 5th Street**
Strengths: Public library, police station
Opportunities: Increase retail and outdoor eating, raze and rebuild residential
Weaknesses: Dilapidated residential structures

- **Western Avenue + Dysart Road**
Strengths: Highly visible gateway to OTAB area
Opportunities: Increase corner attractions
Weaknesses: Traffic control

- **Main Street + Central Avenue/ Main Street + 4th Street**
Strengths: Dessie Lorenz Park open space and existing street width
Opportunities: Re-vitalize existing grocery store, make street improvements to slow traffic speeds near development and park, and add corner retail/commercial.
Weaknesses: Traffic compromises walk-ability and planned expansion of MC-85

In total, the designs prepared by the ASU Stardust Center resulted in the distribution of land uses by type and the two corridors shown on Table 6 (below):

Table 6 - Land use distribution in the conceptual plans

Unit Type	Western Ave SF	# of Units	Average SF/Unit	Main Street SF	# of units	Average SF/unit
Commercial						
Office	16,761			35,280		
Retail	94,976			65,520		
"Work" part of Live/Work office	17,400	30	300	9,000	30	300
retail	6,960			3,600		
	10,440			5,400		
TOTAL OFFICE (w/ livework)	23,721			38,880		
Residential						
"Live" part of Live/Work	69,600	58	1,200	36,000	30	1200
Townhomes	109,350	81	1,350	40,500	30	1350
Apartments	159,600	168	950	64,800	72	900
TOTAL	338,550	307		141,300	132	

Because the Stardust designs focused on major corners and properties, the mix of uses should be generally appropriate for each of the entire corridors.

Pro Forma Example

To provide additional perspective on the financial aspects of the Stardust Center design concepts, SVA engaged Urbanist Housing Solutions LLC of Vancouver, Washington to prepare a pro forma model of several high priority sites in Old Town Avondale. Urbanist Housing Solutions prepared estimates of revenue and expenses, and assessed financial feasibility through development of a financial pro forma, assuming redevelopment in accordance with the Stardust plans for the selected sites. The materials were intended for use by the City to engage private property owners and developers in a conversation leading to eventual project development.

Urbanist Housing Solutions concluded that City policies and actions as outlined below could be used to offset certain indications from the pro forma of marginal financial feasibility, based on the assumptions applied to the analysis. These potential actions include:

- Allowing a *leasehold interest* in the city-owned property on Western & Dysart rather than an outright cash sale.
- Providing *offsets* to the development costs of the project, which would reduce the cash outlay by the developer and increase their profit return, including City waivers of impact fees or deferral of impact fee collections until the property was in positive cash flow.
- *Underwriting the costs of public infrastructure* necessary to support the development including; sidewalks, street and parking as well as sanitary sewer, water and drainage improvements.
- Selling land in its control at below market rates.

- Working with other governmental entities as well as private financial intermediaries to help make additional funds available for development.

The analysis is presented in full in Appendix B, and additional detail on the above policy options is also addressed in subsequent sections of this report.

Potential Mix of Establishment types, and Preliminary Absorption Indicators

The “experimental” live-work concept

Live-work is a new concept in the Phoenix area, and throughout the country, and assessing demand poses special challenges. However, it is advantageous in this plan because:

- It does provide flexibility of use, and is a “low risk” variation on pure retail space.
- It can be modified from live-work to traditional commercial-below residential-above uses, or to pure residential use.
- The small scale of these units can encourage involvement by local-neighborhood residents.
- It can be adapted to a variety of small/odd lot sizes and configurations.
- Its uniqueness is appropriate for the study area, and can help engender interest in the corridors.

Recommendations for Target Tenants on Western Avenue and Main Street

Western Avenue uses are best suited to those for which a pedestrian-friendly environment and diversified business base constitute a meaningful amenity: specialty retail, destination/sit-down restaurants, service offices (which are most likely to be destination-driven, that is, someone is going to a specific service provider rather than a generic one), interactive shopping such as farmers’ markets and auction houses, and any other kind of destination shopping that has an “entertainment shopping” component.

Main Street is also suitable for destination-based goods, but specifically goods that are essential rather than discretionary and not as likely to be subject to browsing and other aspects of shopping as entertainment. For example, Main Street could house outlets for special tools, equipment parts, etc. that are available at only a few locations Valleywide. These kinds of goods can often be accommodated within a zoning designation that blends Retail and Industrial, so that, for one thing, parking requirements are less demanding, and therefore land coverage can be increased. This type of zoning could be especially beneficial on the north side of Main, where lot depths are already constrained, and could be more constrained if Main is widened in accordance with County transportation plans.

Main street is also suitable for shopping where the pedestrian experience is less important and vehicle access is needed, for example business furniture stores, building materials, auto parts, and dry cleaning.

Overall, the key is to encourage a ‘hybrid’ redevelopment approach blending locally-oriented and “outside”-oriented goods and services. The Old Town residential area as it exists today is not likely to sustain much, if any, new retail development on Western or Main. Even 400+ additional households in the conceptual plan scenario will only support, at most, about 10% of commercial space in the conceptual plan. Consequently, to get enough new development activity to encourage, synergistically, more new commercial development, it will be necessary to go after a broad range of opportunities.

Even though Main and Western are very different, some physical and functional linkages can be encouraged between the two. For example, artisans creating goods on Main Street could retail those goods on Western.

On both streets, some obsolete functions/buildings can be re-developed, for example gas stations converted to restaurants or offices.

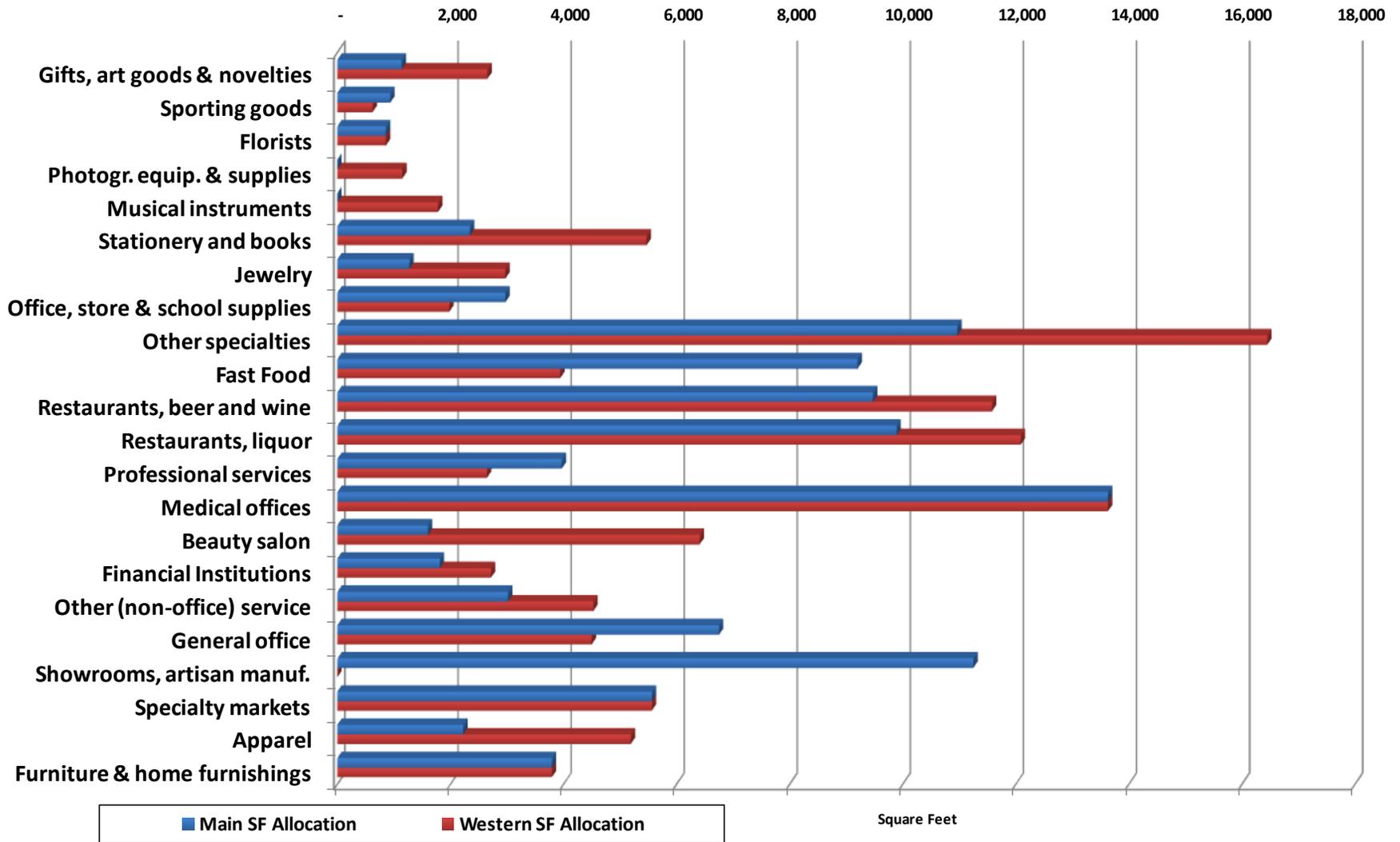
Detailed Demand Estimates

For this portion of the analysis we examined the demand allocation by establishment type (in square feet) for Main Street and Western Avenue corridors. Using the 2009 data for supportable retail square footage by type of usage as the benchmark, we calculated a ‘use allocation factor,’ to estimate the square footage by establishment type on Main St and Western Ave.⁵ Our allocation was based on the Revitalization Master Plan as a targeted maximum, as divided (in terms of square footage) between the two corridors. This analysis provides insight into how much building area different targeted tenant types are likely to occupy. The “targeted tenants” in this analysis are those discussed above under the section Development Feasibility Overview, above, and include specialty retail and restaurants, office and showroom industrial, with some allowance for apparel, home furnishings, and specialty markets.

Figure 9 (below) illustrates the distribution of establishment square footage between the two corridors. While there is a fairly even allocation between the corridors for a majority of the uses, there is some distinction for a few types of use. Western Avenue is expected to have a greater demand for specialty retail, restaurants, and beauty salons. Main Street is expected to have a greater demand potential for fast food, general office establishments, professional services and showroom industrial and artisan manufacturing.

⁵ The figures on the chart are based on estimates of gross demand for the uses shown, for 2009 within a four-mile radius, factored by an “allocation rate” that we applied, and which represents a reasonable share of what Old Town could eventually have of the uses modeled. This mix of uses and amount of space was then allocated between the two corridors, again based on differences in suitability, and the interpretation of how space could be developed within the conceptual designs.

Figure 9 – Demand Allocation by Establishment Type



Typical Target Tenant Prioritization

Figures 10a and 10b (below) depict a prioritized list of establishment type for four key intersections within the revitalization plan (Western Ave & Dysart, Western Ave & Central, Main St & Central and Main St and 4th St). The suggested uses are generally compatible with existing OTAB regulations, with the following exception: The use “showroom industrial/artisan manufacturing” (Main Street) implies industrial-type zoning, and if this term was added to the OTAB list, it could be further described as “incorporating parking requirements and allowing uses appropriate for a Commerce Park (CP) district,” or words to that effect.

Figure 10a – Target Tenant Prioritization, Western

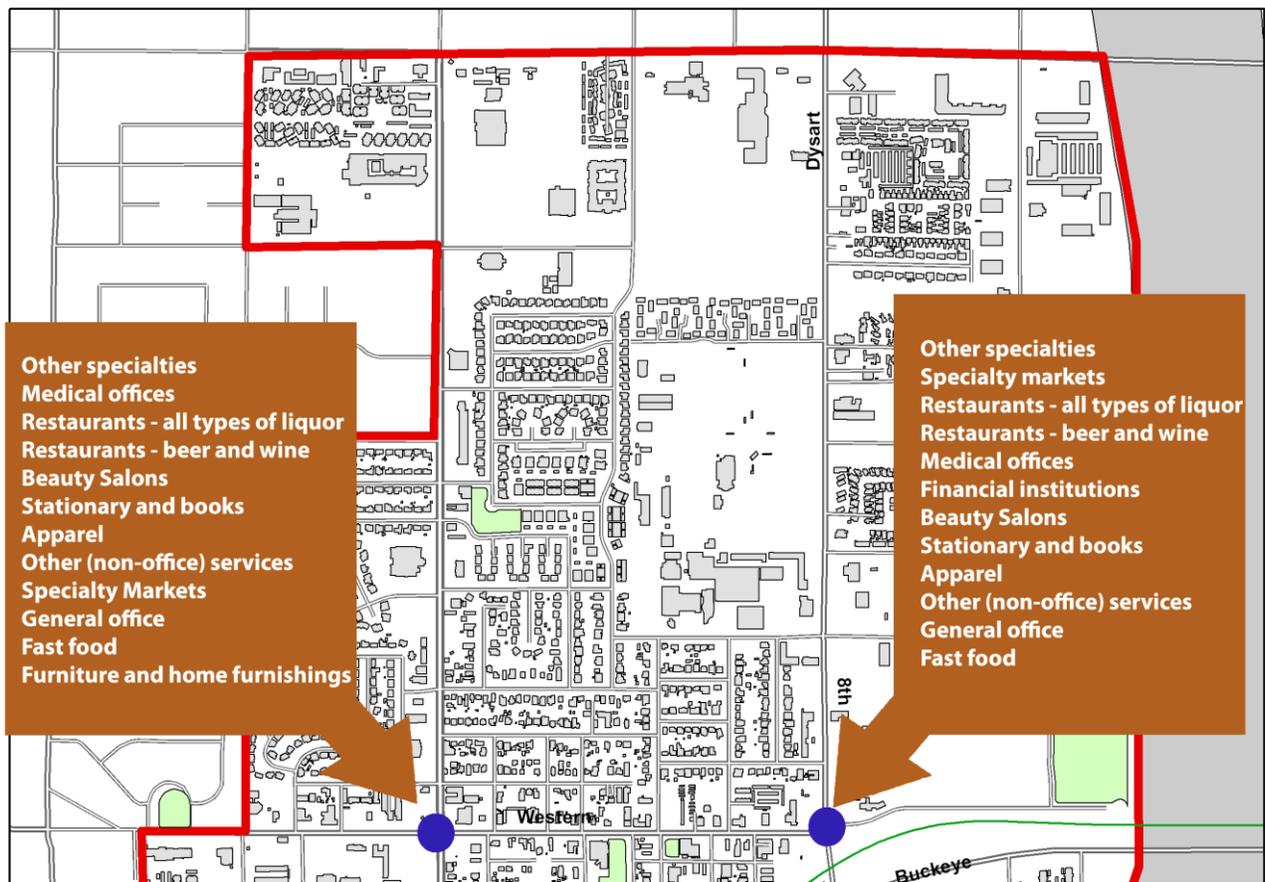
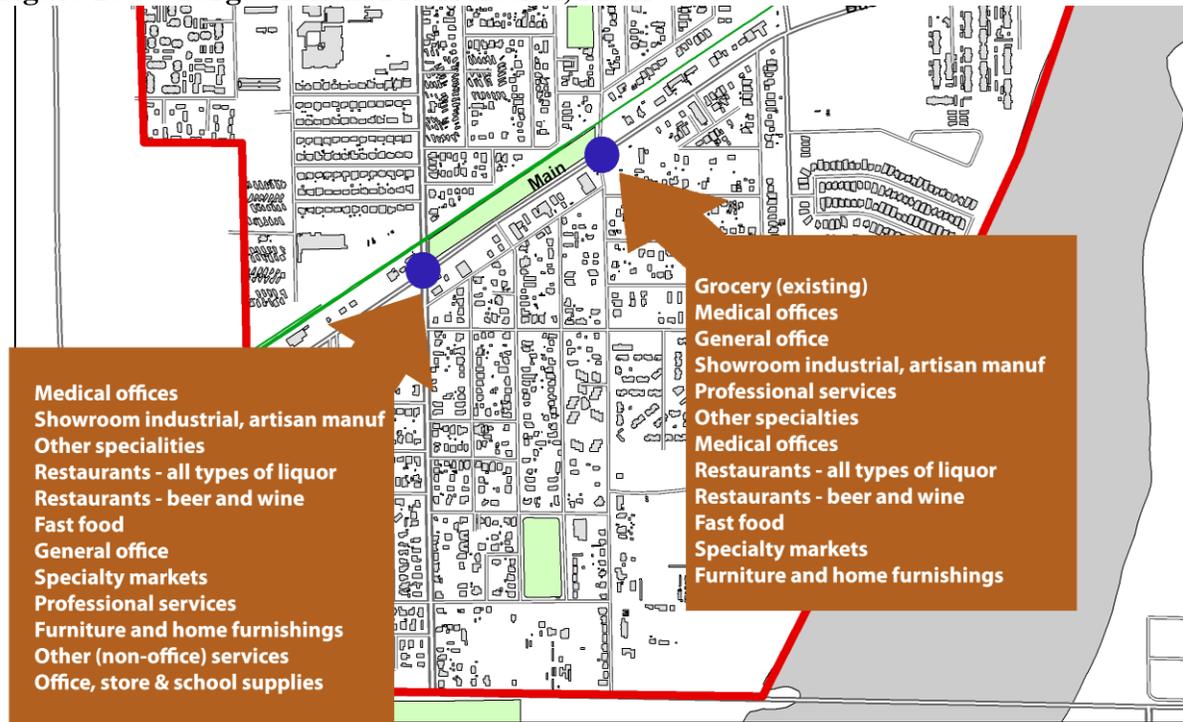


Figure 10b – Target Tenant Prioritization, Main



Absorption Estimates

The rate of absorption of space, or the time it takes to fill newly developed space through the leasing process, is a common measure of project performance, as well as an important input into developers’ project financial feasibility models. To provide a generalized estimate of the potential absorption of space within the Western Avenue and Main Street corridors, we related the demand estimates (store/office area needed to support new residential growth) for the four-mile-radius region with theoretical capture rates for the targeted uses. The results of this exercise suggest that 50 to 60 percent of the space shown on the conceptual plans would be absorbed over a period of 5 years, if the corridors capture 20 to 25 percent of the demand (assuming for purposes of this exercise that demand remains constant for the five-year forecast obtained for this study). This is a fairly aggressive capture scenario, even for “normal” economic conditions.⁶ There are a number of other ways in which the space could be absorbed to match or exceed the above forecast. For example:

- Types of establishments not included among those in the targeted uses shown on the table might choose to locate in the corridors. These might include plant nurseries or garden supply stores, major office tenants attracted by the amenity that a revitalized Western Avenue would provide for their workers, pool builder showrooms, hardware and building materials stores, health clubs, etc.

⁶ As the state and/or nation is apparently headed for a recession as this report is being written, development should be considered to be largely “on hold” until recessionary pressures have relaxed.

- Establishments now in other locations might choose to relocate to the corridors. This could mean that other centers lose tenants, but this is not necessarily the case. Other centers might prefer different tenants, as their surrounding trade areas expand or experience a shift in demographic make-up. Existing centers are always in some state of transition, and it is arguably more efficient for tenants to maximize their potential by relocating, if necessary, than to remain in a location where change needs to occur, whether that means a new mix of tenants or a re-purposing of an unproductive center.
- The corridors can capture establishments serving customers from beyond the 4-mile hypothetical trade area used for the demand projections. This could occur, for example, if Western Avenue becomes an established "arts district" for the West Valley. The concept of an arts district in Old Town Avondale is something that various parties, including the City and the West Valley Arts Council, headquartered in Old Town Avondale, have expressed an interest in. Old Town Avondale's unique qualities, such as pedestrian friendly, adaptable spaces, and non-chain business character, make it very suitable for this type of activity. A number of issues need to be addressed in order to demonstrate more fully the appropriateness of this type of focus, including the following for example:
 - What is the universe of potential businesses/organizations, by name and by type, potentially capturable in Old Town Avondale?
 - How much space (building as well as any special parking needs) could each arts-use category potentially take up in the targeted revitalization corridors of Western and Main, how will this potential volume relate to potential demand for other development types within these corridors, and is the total likely to create a competitive "critical mass," when compared to other arts districts?
 - What arts districts would compete most directly with one in Old Town Avondale?
 - What type of facilities could these categories (or specific users) generally afford to occupy, in terms of new development, adaptation of existing facilities, etc?

For any of this to happen, however, the two corridors must receive at least the same level of focused marketing and other coordinative attention that any new comparably sized shopping center would receive, for example: tenant marketing by retail leasing professionals; development management for obtaining approvals, obtaining financing, retaining design teams, etc. (including here working with separate property owners to coordinate efforts, help them comply with the letter and spirit of guidelines and regulations, find financing, etc.); construction management; marketing to the general public; and property management for completed facilities.

The residential portions of the conceptual plans could be absorbed in 5 years if the corridors captured just 4.3 percent of the demand forecast for the 4-mile area (assuming a stabilized housing market). However, it would be imprudent to assume that the type of housing shown in the corridors would be competing directly with typical housing products in the surrounding trade area. The unique residential environment represented by the conceptual plans would draw from a much larger region and compete with "urban living" projects of this type emerging in many parts of the Valley, including most likely some at the Avondale and Goodyear City Center developments. The competitive strength of the residential and live-work components will depend on the details of their execution, pricing, etc.

Later Phases

As the area becomes established as an identifiable “district,” with successful new or revitalized shops and restaurants, other uses could be promoted, such as:

- Boutique hotel
- Specialized goods and services, including those that require the upscale image that a (significantly) revitalized commercial area portrays, but do not require the retail mass represented by regional malls or power centers. These establishments could include plastic/reconstructive surgery clinics, unique regional retailers dealing in Western footwear, for example, and establishments catering to the Latino market such as Spanish-language cinemas.
- Destination establishments, such as large, branded restaurants
- Increased residential densities at select locations, if this concept can be compatible with the now-existing residential neighborhoods, and new housing that is part of the revitalization program.

When considering these other uses, developers will weigh a number of benchmark indicators for the area, including sales rates in retail establishments that approach the norm for similar establishments in prime shopping centers/locations, presence of “involved” shoppers using the streets and public spaces as intended and filling outdoor cafes for example, and evidence that more than half of the properties are either redeveloped or improved and substantially occupied (85% for a still-growing district).

Fiscal / Economic Impact Assessment

The Avondale Revitalization Benefits Model was constructed to estimate the fiscal and employment benefits of retail, office and residential space on the Main Street and Western Avenue corridors. The model summarizes results for two categories of development: 1) The redevelopment plans and figures developed for this project at key nodes on Western and Main (the Stardust plans), and 2) The infill areas between or beyond the nodes, again for both Western and Main. Infill areas are modeled with the assumption that redevelopment patterns will be similar to those shown for the Stardust plans.

The model summarizes construction costs and taxes, sales tax generation, employment estimates, values for property tax purposes and property tax generation over the modeled absorption period. All estimates are net of existing development.⁷ Construction and occupation timelines were developed based on our estimated absorption rates for each category of use. All figures are in current dollars.

The results are summarized on Table 7. The table reflects our assumption that not all available “infill” properties will be subject to redevelopment of this type, as some will only be refurbished

⁷ Based on our generalized estimates of existing development, using aerial photos and other data.

and some will be left in their current or similar state for the foreseeable future. The overall intent with the model was to portray a reasonable scenario for the entirety of the two corridors from which the estimates could be generated. Although this model was not intended as a “turn-key” user-friendly model for use by the City, it is designed, with basic documentation, to function under different sets of assumptions, and is transmitted to the City in that form. The key assumptions applied in the summary tables below are noted on the tables.

Under the scenario described, by 2020 revitalization of Western and Main will be providing 1.4 million additional sales tax dollars annually to the City, and \$225,000 in annual property taxes to the City (plus \$1.3 million to the school district). Over 500 additional people will be employed in the two corridors. By 2030, these figures will have increased, approximately, by 30 percent.⁸

⁸ All figures in current dollars.

Table 7 - Summary Output: Old Town Avondale Revitalization Benefits Model

The Combined Intensity and Existing Bldg Retention Factor @		0.57*													
Benefit category	STARDUST PLAN					INFILL SCENARIO					COMBINED - SCENARIO 1				
	2010	2015	2020	2025	2030	2010	2015	2020	2025	2030	2010	2015	2020	2025	2030
WESTERN AVENUE															
Occupied SF															
Retail	-	40,581	101,452	115,945	115,945	-	14,691	36,728	52,469	64,577	-	55,272	138,180	168,414	180,522
Office	-	9,014	22,536	25,755	25,755	-	3,263	8,158	11,655	14,345	-	12,278	30,694	37,410	40,100
Residential	-	108,402	271,005	309,720	309,720	-	39,244	98,110	140,158	172,502	-	147,646	369,115	449,878	482,222
Work Units (Live/Work)	-	3,780	9,450	10,800	10,800	-	1,368	3,421	4,887	6,015	-	5,148	12,871	15,687	16,815
Total SF	-	161,777	404,443	462,220	462,220	-	58,567	146,418	209,169	257,439	-	220,344	550,861	671,389	719,659
Annual receipts as of dates shown															
Retail sales taxes	\$0	\$560,663	\$644,097	\$736,111	\$736,111	\$0	\$89,030	\$222,575	\$317,964	\$391,340	\$0	\$649,693	\$866,672	\$1,054,075	\$1,127,451
Property taxes, total City & school distr.	\$0	\$275,590	\$688,975	\$787,399	\$787,399	\$0	\$83,435	\$208,586	\$297,980	\$366,745	\$0	\$359,024	\$897,561	\$1,085,380	\$1,154,145
City	\$0	\$40,334	\$100,835	\$115,239	\$115,239	\$0	\$13,583	\$33,958	\$48,511	\$59,706	\$0	\$53,917	\$134,792	\$163,751	\$174,946
School District	\$0	\$235,256	\$588,140	\$672,160	\$672,160	\$0	\$69,851	\$174,628	\$249,469	\$307,039	\$0	\$305,107	\$762,768	\$921,629	\$979,199
One-time cumulative construction tax receipts as of dates shown	\$89,629	\$717,035	\$1,195,058	\$1,195,058	\$1,195,058	\$32,448	\$259,584	\$443,456	\$605,696	\$665,600	\$122,077	\$976,619	\$1,638,514	\$1,800,754	\$1,860,658
Full-time Employment as of dates shown	0	82	204	233	233	0	28	70	100	123	-	110	274	333	356
MAIN STREET															
Occupied SF															
Retail	-	25,835	64,588	73,815	73,815	-	10,079	25,198	35,997	44,304	-	35,914	89,786	109,812	118,119
Office	-	14,170	35,424	40,485	40,485	-	5,528	13,820	19,743	24,299	-	19,698	49,244	60,228	64,784
Residential	-	51,660	129,150	147,600	147,600	-	20,154	50,385	71,979	88,590	-	71,814	179,535	219,579	236,190
Work Units (Live/Work)	-	2,016	5,040	5,760	5,760	-	787	1,966	2,809	3,457	-	2,803	7,006	8,569	9,217
Total SF	-	93,681	234,203	267,660	267,660	-	36,548	91,370	130,528	160,650	-	130,229	325,572	398,188	428,310
Annual receipts as of dates shown															
Retail sales taxes	\$0	\$383,526	\$437,286	\$499,756	\$499,756	\$0	\$41,811	\$104,528	\$149,325	\$183,785	\$0	\$425,337	\$541,814	\$649,081	\$683,541
Property taxes, total City & school distr.	\$0	\$183,974	\$459,936	\$525,641	\$525,641	\$0	\$61,509	\$153,773	\$219,676	\$270,370	\$0	\$245,484	\$613,709	\$745,317	\$796,011
City	\$0	\$26,925	\$67,312	\$76,928	\$76,928	\$0	\$9,002	\$22,505	\$32,150	\$39,569	\$0	\$35,927	\$89,817	\$109,078	\$116,497
School District	\$0	\$157,049	\$392,624	\$448,713	\$448,713	\$0	\$52,507	\$131,268	\$187,526	\$230,801	\$0	\$209,557	\$523,892	\$636,239	\$679,514
One-time cumulative construction tax receipts as of dates shown	\$53,618	\$428,942	\$714,903	\$714,903	\$714,903	\$20,918	\$167,343	\$285,878	\$285,878	\$429,085	\$74,536	\$596,285	\$1,000,781	\$1,000,781	\$1,143,988
Full-time Employment as of dates shown	0	71	179	205	205	0	22	53	76	94	-	93	232	281	299
BOTH CORRIDORS															
Occupied SF															
Retail	-	66,416	166,040	189,760	189,760	-	24,770	61,926	88,466	108,881	-	91,186	227,966	278,226	298,641
Office	-	23,184	57,960	66,240	66,240	-	8,791	21,979	31,398	38,644	-	31,975	79,939	97,638	104,884
Residential	-	160,062	400,155	457,320	457,320	-	59,398	148,496	212,137	261,092	-	219,460	548,651	669,457	718,412
Work Units (Live/Work)	-	5,796	14,490	16,560	16,560	-	2,155	5,387	7,696	9,472	-	7,951	19,877	24,256	26,032
Total SF	-	255,458	638,645	729,880	729,880	-	95,115	237,788	339,697	418,088	-	350,573	876,433	1,069,577	1,147,968
Annual receipts as of dates shown															
Retail sales taxes	\$0	\$944,189	\$1,081,384	\$1,235,867	\$1,235,867	\$0	\$130,841	\$327,102	\$467,289	\$575,125	\$0	\$1,075,030	\$1,408,486	\$1,703,156	\$1,810,992
Property taxes, total City & school distr.	\$0	\$459,564	\$1,148,910	\$1,313,040	\$1,313,040	\$0	\$144,944	\$362,359	\$517,656	\$637,115	\$0	\$604,508	\$1,511,270	\$1,830,697	\$1,950,156
City	\$0	\$67,259	\$168,147	\$192,168	\$192,168	\$0	\$22,585	\$56,463	\$80,661	\$99,275	\$0	\$89,844	\$224,609	\$272,829	\$291,443
School District	\$0	\$392,305	\$980,764	\$1,120,873	\$1,120,873	\$0	\$122,359	\$305,897	\$436,995	\$537,840	\$0	\$514,664	\$1,286,660	\$1,557,868	\$1,658,713
One-time cumulative construction tax receipts as of dates shown**	\$143,247	\$1,145,976	\$1,909,960	\$1,909,960	\$1,909,960	\$53,366	\$426,927	\$729,334	\$891,574	1,094,685	\$196,613	\$1,572,903	\$2,639,294	\$2,801,535	\$3,004,646
Full-time Employment as of dates shown	0	153	383	438	438	0	50	123	176	217	-	203	506	614	655

*The Factor is live in the model and can be changed to show different scenarios for Infill Development.

**Construction taxes are conservatively estimated in that the land value for for-sale residential units (a number that could vary considerably depending on whether units are developed as rentals or for-sale housing), which remain taxable in Avondale, has not been estimated and included.

Note that the table figures are intended to show tax receipts and employment *in addition* to what exists. Square footage figures are gross new development (not net of existing).

Source: Benefits model, see text.



PLAN DEVELOPMENT

PLAN DEVELOPMENT

Policy Analysis and Policy Recommendations for the Revitalization of Old Town Avondale

The overarching goal of this plan is to define and formulate strategies, including new policies as well as revisions to existing policies, that respect existing public policy goals and strengthen the development potential within the revitalization area. The plan reflects the principles and preservation-oriented thinking behind the City Council’s establishment of the Old Town boundaries.

The plan identifies and defines the distinct *land use* designations and retail enhancement strategies necessary to transition the Old Town Avondale Revitalization Area into a cohesive, integrated and complimentary neighborhood/regional revitalization market area. Regional growth patterns and distinct market forces are significant elements shaping both the challenges and the evolving market opportunities for Old Town Avondale. As a City, Avondale’s relative market position within the region has become increasingly important – that is, it is more competitive for expanding regional development opportunities. On a more localized basis, Old Town is geographically well situated to more fully participate in the region’s retail and housing growth. In this context, the proposed land use changes, “retail cluster” strategies, and mixed-use infill site opportunities reflect the fundamental reshaping of the local market area.

Policy and regulatory strategies that would apply throughout the study area or outside the immediate corridors are presented in this chapter. In addition, financing strategies are presented that will assist and encourage private entities to make the major investments that will revitalize both road corridors and the surrounding neighborhoods. Government funds alone will never be able to revitalize these corridors. However, strategic use of tax incentives and careful allocation of tax revenues can catalyze private investments that will more than cover the cost to the city over time.

A Conceptual Pro Forma has been developed for a portion of the plan and is shown in Appendix B. Other and actual projects will need to be reviewed on the basis of specifics by Pro Forma.

Policy Recommendations

1. *Land Use Policies*

Formal Designation of Revitalization Focus Areas and Coordination of the Regulatory Structure

There are three elements to this process, which involve delineating sub-areas within the currently designated Revitalization Area. The purpose of these designations is to clarify what is meant by Old Town, and to recognize that there are related, but different, issues pertaining to other parts of the Revitalization Area.

a. Formally Designate “Old Town”

Recommendation 1.a. Establish the geographic boundary of “Old Town Avondale” to include the three commercial corridors of Western, Main, and Central, plus the existing adjacent neighborhoods served by these corridors. Recognize these corridors as the “structural backbone” of commercial revitalization. The OTAB is illustrated on Figure 1.

b. Coordinate Zoning and Planning Policies

This process includes:

Recommendation 1.b (1). Extend the OTAB designation from the Agua Fria River to Litchfield Road, on Western, and along Main Street to 4th Avenue.

Recommendation 1.b (2). Change Main Street zoning on the north side to allow, at a minimum, C-2 uses. Expand allowed retail on Main Street to include “service retail,” i.e. repair shops, and more personalized “home & garden” shops such as nursery outlets. The use “showroom industrial/artisan manufacturing” could be added to the OTAB use list for Mains Street and could be further described as “incorporating parking requirements and allowing uses appropriate for a Commerce Park (CP) district.

c. Best Land-Use Analysis

Recommendation 1.c (1). Establish procedures for working with institutions, non-profits and other re-locatable owners/tenants located in Old Town, to encourage a higher use of their property while helping them relocate close by if they wish to do so. This activity should include an investigation of the potential for re-use of historic institutional buildings such as the old auditorium at Michael Anderson School. The re-use value of such buildings should also be viewed in terms of the potential for solidifying community linkages.

2. Development Policies and Procedures

Recommendation 2.a. Draft a policy statement that strongly supports the value and effectiveness of Code Enforcement, the Code Enforcement officers and the Code Enforcement Department in the revitalization efforts of OTAB. Policies should include an annual review of the efforts of the Code Enforcement Department as related to revitalization and economic development efforts.

Recommendation 2.b. Establish code enforcement policies and practices intended to address Old Town issues. These should include not only the usual code-enforcement issues but also:

- Building Codes under reuse conditions
- Policies for blighted apartment complexes and mobile home parks

Code Enforcement has been a critical tool in the successful efforts of the City of San Jose, CA to revitalize 19 blighted neighborhoods and a number of small business districts. By working with community members and business owners, Code Enforcement staff was able to customize and target specific area needs. For example, the Code Enforcement Driveway Team proactively identifies and addresses issues such as visible accumulations of trash, garbage and other debris; improper storage/overflowing garbage and recycling containers; and graffiti. Code Enforcement also addresses issues such as zoning requirements and signage issues.

Recommendation 2.c. Allow live-work units by right, with the OTAB designation.

Recommendation 2.d. The City of Avondale should consider a policy statement that clearly outlines the opinion that a proliferation of formula eating establishments and formula retail uses will have a negative impact on preserving the distinct character and historical relevance of Old Town Avondale.

Zoning ordinances/laws have been used effectively by many cities to control the concentration of formula businesses. Courts have upheld zoning ordinances/laws on the basis of:

- Public health objectives (e.g., an increase in traffic decreases pedestrian safety)
- Non-public health concerns (e.g., preserving neighborhood characteristics, economic considerations)

The City of San Francisco has banned formula retail businesses in certain neighborhoods of distinct character in order to help preserve the small business sector.

Recommendation 2.e. Establish a policy that eating establishments should not replace retail establishments, so as to retain a variety of businesses in the OTAB shopping district.

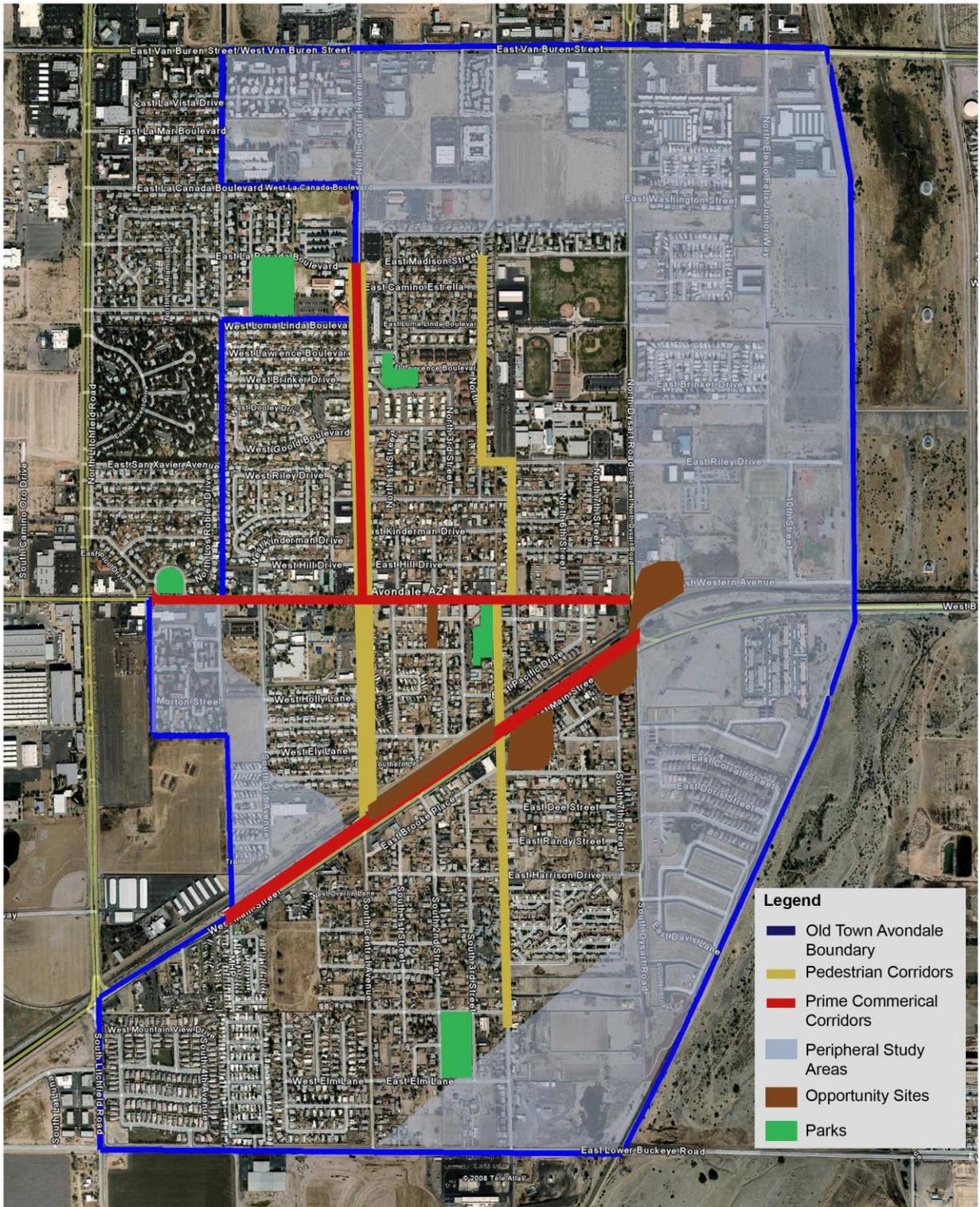
Recommendation 2.f. Designate one or more Peripheral Focus Areas, as indicated on Figure 11.

The Peripheral Area(s) have, at least, the following strategic issues:

- Refinement of the General Plan to reflect land uses that are more realistic and appropriately opportunistic. Examples are shown on the following table.
- Potential for intensive residential revitalization, which would add to the population base in the Old Town area.
- Avoid uses devolving to “lowest common denominator,” as in low-level industrial activity for example.

Location	Current Designated Use	Potential Use	Special Considerations
S of the SWC Dysart & Van Buren	Office Park	High-density residential	Coordinate with existing owner. Occupants could be attracted by upgrade of Old Town; add to market base
NWC Dysart (extended) & Lower buckeye	Med. density res.	Commercial recreation	Not a prime retail corner but near recreational opportunities
Residential area between Main Street and Western Avenue, bordering Goodyear	Mixed residential densities	Single high-density residential	Extend street from 3 rd Avenue to west, to tie into future Goodyear street in industrial area.

Figure 11 – Peripheral Study Areas Map



3. *Parking, Site Design, Development Standards*

Recommendation 3.a. Consistent with existing Design Guidelines for Western Avenue, encourage the development of sidewalk-fronting buildings with overhang structures for shade, along Western Avenue, and on Main Street where practical.

Recommendation 3.b. To the extent the City incorporates “green” building requirements into its regulatory structure, the City should carefully review the application of these principles to Old Town, so the area is neither overburdened by such principles nor “abandoned to obsolescence” by virtue of not having them.

Recommendation 3.c. Develop public parking in strategic locations and “opportunity sites,”(identified in Figure 11) including sites already owned by the City and some acquired as part of this policy.

Recommendation 3.d. Coordinate policies and decisions regarding City-owned/controlled properties in matters such as parking lots, improvements to enhance commercial and residential environment, etc.

This strategy is about the City maximizing options that it holds almost exclusively, and in the process addressing multiple challenges. For example, the City can make use of parts of its own property, and selectively acquired properties, to build parking lots for use by businesses in the corridors. By doing so: a) portions of sites that are not readily useable for other purposes (e.g. at the back of street-front buildings on a narrow lot) can be put to highly beneficial use; b) the City can offer the very valuable incentive of “no (or reduced) required on-site parking” to prospective developers and others making property improvements; c) the City sends a clear signal of commitment to revitalization. It is possible that with such investments, carefully made in conjunction with site development plans, the City could recapture significant portions of the costs of the parking lots through enhanced value of the rest of the property.

Recommendation 3.e. Assess the potential for façade improvements along Western Avenue, and, if feasible, establish a façade improvement program with CDBG funds that would enhance and preserve the distinct character and historical relevance of Old Town Avondale.

A facade/rehab program can “unify the Business District” with the implementation of a uniform architectural character, and “refresh” the overall appearance of the Business District. This will help instill pride of ownership to the merchants, residents and visitors of the Business District. The Redevelopment Agency of the City of San Jose, California has successfully implemented facade programs for several of its Business Districts.

Recommendation 3.f. Adopt a policy statement that clearly outlines that the establishment, maintenance, and strengthening of a merchants association will have a positive impact on the preservation of and the unique character of the Old Town business District.

A strong merchants association can accomplish the following:

- Serve as a “partner” for the City of Avondale for keeping and maintaining the unique character of the Business District.
- Assist the City with merchant buy-in for a potential “Façade Program” for the Business District.
- Assist the City with a “buy-in” of observing code enforcement regulations throughout the Business District.
- Business Support

Historically the business and economic profile of Old Town Avondale has been characterized by small service type businesses that cater to community needs, with a high percentage of auto service, construction, hair care salons, restaurants, bars, and mom-and-pop grocery stores. Common denominators include labor intensiveness of the work force, low management sophistication and limited access to capital to respond to dynamic consumer needs by upgrading inventory and facilities. This profile speaks to the need for technical training in management, marketing, business planning, credit management and better access to both loans and equity capital. These deficits are major deterrents to community driven entrepreneurship and business development. This Revitalization Plan was created through close cooperation with the Old Town Avondale community. While improving the physical attributes of the place, a more upwardly mobile community can be created with programs assisting local residents and businesses. Expanding the number and variety of local businesses will make more consumer choices available to local residents, offer more opportunities for entrepreneurial activity and retain more wealth in the community. Business training and start-up facilities are important for the launching and flourishing of local businesses.

4. *Revitalization Strategies*

Establish synergistic sequencing for the development process – the “next” sites that a developer could anticipate getting involved in

This strategy establishes redevelopment priorities that go beyond logical principles of: leveraging existing assets, giving priority to correcting negative influences, and promoting high-visibility projects. The primary intent is to lay out a sequence of revitalization that reflects a “development business plan” approach – a logical sequence by which any one developer (imagining for the moment that a single entity had control of the process, although the concept is valid whether this is the case or not) would proceed from one project to the next, with each element building upon the other.

Our suggested sequence is given below. The sites, and other key “opportunity sites” are illustrated on Figure 1 above.

Recommendation 4.a. Dessie Lorenz Park. Issue an RFP for development, using a long-term ground lease, with an emphasis on “visitor/destination retail” uses such as restaurants and specialty retail, along with service retail, home & garden shops, and the like, with artist/artisan lofts as a secondary use. Preserve part of the park as per the Stardust plan, to provide outdoor exhibit and entertainment venue to augment visitor-oriented uses. The intent with this project is for Main Street, as a high-visibility location and one with an asset that now has a negative connotation, to lead the recovery and in doing so leverage interest in Western Avenue.

Recommendation 4.b. 4th Street and Main, SEC. Emphasis should be on the same uses preferred for the Dessie Lorenz Park site – “visitor/destination retail” uses such as restaurants and specialty retail, along with service retail, home & garden shops, and the like, with residential as a secondary use. The City will need to work with existing owners to help define the “business strategy” for achieving this objective. Activation of this major site, along with the eastern part of the Dessie Lorenz Park site, will strengthen the connection between Main and Western.

The entire Main Street corridor can be encouraged to develop in a mix of uses that include those recommended for the two sites above, where the establishments serve a combination of local residents and outsiders. The service retail uses could include “clean” automotive servicing, for example.

Recommendation 4.c. Dysart and Western. Provide (in phases) parking and waive parking requirements as part of an RFP for development. This alone will allow the FAR for the site to increase. Bundle City-owned property at both corners and purchase or otherwise include the other vacant parcel at the SW corner. The City’s commitment will help secure interest in financing the project. Development focus should be on specialty retail, professional and other services, and support retail for service offices, with housing as a secondary consideration.

Recommendation 4.d Confer with the Arizona Main Street Coordinator on the potential for exchange of information or other expertise with respect to revitalizing Old Town businesses.

Recommendation 4.e Maintain a database of sales, crime, investment, and traffic levels, with the intent of comprehensively measuring the relative success of revitalization efforts. This program should incorporate the linkage of benefits among different outcomes, for example increased business activity and crime reduction.

5. *Traffic and Circulation Patterns*

Recommendation 5.a. Investigate the options for constructing and financing shading and other pedestrian-focused improvements along the commercial corridors and key residential pedestrian connectors such as 4th Street (see Figure 1). A range of potential, including interim, solutions should be considered, including the use of guidelines and low-level subsidies for owners of properties adjacent to the streets.

Recommendation 5.b. Investigate the feasibility of developing, or causing to be developed through the redevelopment process, a bike lane along the UP tracks.

6. *Economic Development Plan*

Recommendation 6.a. Investigate the potential for a Farmers Market as an intermittent use at the Michael Anderson school grounds.

7. *Housing Policies and Programs*

Recommendation 7.a. Resolve issue of how to stabilize Old Town single family neighborhoods, with existing (and potential future) higher density zoning in place. This type of policy should be carefully coordinated with code enforcement policies.

Revitalization should feature a diversity of housing types, from duplexes to town homes to apartment units built over rear garages. Each unit is designed to have a distinct identity and to be orientated so as to place “eyes on the street” for security. Where alleys meet the street, apartment units will be built over rear garages to permit informal surveillance of both alley and street, and to increase housing opportunities.

Recommendation 7.b. Establish a comprehensive housing support program, in cooperation with local non-profits (and appropriate for-profit firms) and the relevant state agencies, that includes support for first-time buyers, reconstruction/rehabilitation of owner-occupied homes, and related activities. Include the deteriorating housing within Old Town as specific program targets.

Rehabilitated housing can increase the supply of decent housing for economically and ethnically/racially mixed neighborhoods, and improve the quality of the neighborhood while providing additional incentive for maintenance of the existing housing stock.

A high rental percentage creates a potentially destabilizing effect on neighborhoods as the rental populations tend to be of a temporary nature and renters have little incentive to maintain their properties.

Recommendation 7.c. Establish a Citywide Geographic Dispersal Housing policy for affordable to low income households that recognizes the revitalization goals of Old Town.

Dispersal Housing can stimulate the production of housing by utilizing State and federal grant and loan programs and other local programs as are authorized by law. Dispersal Housing can help the City of Avondale meet its housing needs, while supporting “starter homeowners” who would have no other avenue to enter the market.

8. *Neighborhood Services*

Recommendation 8.a. In coordination with area non-profits, expand/improve human services programs in Old Town residential neighborhoods.

9. *Transportation Plans*

Recommendation 9.a. Recognize, in establishing RFP formats, undertaking City improvements, etc. the future potential for transit, including commuter rail along the existing

UP rail line.

10. Other Recommendations

These are additional recommendations for further and future consideration by the City of Avondale for the Old Town Avondale Revitalization.

A. Transportation

Recommendation 10.a (1). Research and develop a Parking Study and subsequent Parking Plan.

Recommendation 10.a (2). Develop a study of the city bus routes to strategically place new bus stops and or a transit center in the Revitalization area, so as to increase ridership and interconnectivity with the surrounding community

Recommendation 10.a (3). Research, develop and implement a Pedestrian Safety Study to improve the safety conditions for resident, visitors and consumers of the Old Town Avondale district.

Recommendation 10.a (4). Connect pedestrian routes with pedestrian movement and future extension of open space trails along the Agua Fria River and along the railroad.

Recommendation 10.a (5). Enhance and improve pedestrian crossing along MC-85.

Recommendation 10.a (6). The City of Avondale should develop and implement a plan that responds to the transportation needs of Old Town Avondale residents, visitors and consumers with a result that provides mobility and alternative transportation modes to all.

B. Housing

Recommendation 10.b (1). Develop a strategy to deal with the homeless situation either on a citywide basis or one adapted to the Revitalization area.

Recommendation 10.b (2). Create or update a Revitalization Area Housing Strategy.

Recommendation 10.b (3). Develop a plan to improve the housing conditions for low-income elderly.

Recommendation 10.b (4). Research and clarify if there is a need for additional housing options for moderate and higher income renter-if few apartment units with desired amenities are available.

Recommendation 10.b (5). Organize to address housing conditions – identify a responsible oversight group to review, update and implement the Strategy.

10.b (6). Adopt appearance standards for manufactured housing such as foundation requirements or buffering standards.

C. Revitalization Planning and Development

Recommendation 10.c (1). Create a revitalization fund within the Capital Improvement Program for infrastructure improvements in the Old Town Avondale Revitalization area.

Recommendation 10.c (2). Establish a cooperative and working relationship with the Avondale School District to enhance the efforts of the Revitalization Plan.

Recommendation 10.c (3). Research and develop a Corridor Study to enhance and expand the Revitalization efforts.

Recommendation 10.c (4). Use techniques such as landscape buffers, building scale, and other features to provide a soft-edge transition to existing development for both residential and non-residential in-fill project.

Recommendation 10.c (5). Consider only those development proposals that clearly provide a positive contribution to and help the sustainability of the surrounding area.

Recommendation 10.c (6). The City of Avondale should consider the implementation of a Weed and Seed Program for Old Town Residential neighborhoods.

Avondale Policies and Actions taken from the Conceptual Proforma for a Mixed Use Project at Western & Dysart, prepared by the Urbanist Housing Solutions, LLC

1) The City of Avondale can improve the return on equity/cost for private developers while still being wise stewards of scarce public funds. A few strategies are recommended as follows:

- a) The City should strongly consider a *leasehold interest* in the city-owned property on Western & Dysart rather than an outright cash sale. This would enable the City of Avondale to attract developers who would not have to carry the land on their books and pay interest on the land during the development process. The leasehold term could coincide with issuance of a Certificate of Occupancy (at the soonest). Alternatives include maintaining a leasehold interest until either the point at which the property reaches stabilized occupancy or for a specific period (5-10 years).

The City's rationale to support the leasehold concept would be twofold:

First, the City would catalyze development in the Old Town Avondale, thereby abating further stagnation and disinvestment in the area. Second, the privilege tax benefits to the City warrant consideration of the lease structure because it would otherwise receive nothing in return but the current market rent. Since the City would continue to own the underlying property, the enforceability of a development agreement with a private developer would be greatly enhanced. In addition, the public interest in the real estate would be secured, meaning if the developer were to fail to perform, the real estate would still be in City hands.

- b) The City should also consider *offsets* to the development costs of the project, which would reduce the cash outlay by the developer and increase their profit return. Potential offsets include City waivers of impact fees or deferral of impact fee collections until the property was in positive cash flow.
- c) The City of Avondale could *underwrite the costs of public infrastructure* necessary to support the development including; sidewalks, street and parking as well as sanitary sewer, water and drainage improvements. These necessary improvements could be funded through municipal bond financing, a public facility financing district and/or a combination of community development block grant (CDBG) funding. The City also has access to a Section 108 Loan Guarantee which uses the CDBG funds as collateral for a private loan backed by a letter of credit which the developer.

Plan Implementation Strategies

The implementation strategies for the Old Town Revitalization Plan are based on the overall goals and objectives of this plan. The Old Town Revitalization Plan sets broad goals for the future of Old Town Avondale and its potential as a vibrant, pedestrian-oriented, mixed-use center for the community. Revitalization of Old Town will be complex, comprehensive, and will require a long-term commitment. The opportunities to transform Old Town will require a focused approach that is based on a shared vision and collaborative approach. A public-private partnership will be vital for the success of the plan.

The implementation strategies outlined below are starting points for the evolution of Old Town Avondale into a vibrant urban center. Actual implementation will require the investment, hard work and dedication of property and business owners, residents and the City of Avondale.

Three primary implementation strategies are presented below to serve as catalyst for the transformation of Old Town Avondale.

1. Developer or Existing Owner - driven proposals for privately - owned sites

The phased revitalization of Old Town Avondale may be accomplished through owner or developer-driven projects based on the underlying land use and goals of the plan. The City of Avondale can be a partner in facilitating this strategy through the use of focused incentives or regulatory relief provided that the City does not determine, in its reasonable discretion, by resolution, that it is in the best interest of the Project Area that a particular parcel be assembled with other parcels and developed by a master developer as part of a unified development, then that parcel may be developed by its existing owner in accordance with the goals of the Old Town Avondale Revitalization Plan.

Key Strategies

1. Compile to list of all vacant sites within the Old Town Avondale Boundary area including, but not limited, to ownership, parcel size, land use and zoning, infrastructure assessment, etc.
- 1.2 Contact property owners to determine interest in owner-driven development or interest in possible sale of property for developer-driven development consistent with the Old Town Avondale Revitalization Plan.
- 1.3 Identify key incentives or offsets that the city can provide to encourage owner or developer-driven projects, such as streamlined entitlement processing, change in land uses, infrastructure development, city based fee waiver or deferral.
- 1.4 Enlist the support and assistance of key local developers and real estate brokers to communicate the value and benefit of participating in the Old Town Revitalization Plan.

Advantages: Gives City much flexibility, both for individual projects and (with proper notice and documented justification) for making changes in the plan and other details over time.

Disadvantages: Limits City's ability to take initiative, and is likely to result in the longest time to realize revitalization goals. Limited political "cover."

Combinations of these options are possible, and probably likely. For example, a Master Developer might have explicit control of certain properties, implicit control over others (by virtue of the City controlling some key piece of property adjacent to another for example, where the Master Developer is in the best position to also do other things), and no influence over other properties where owners work directly with the City to expedite a project. However, these different types of dealings must maintain consistent approaches to any subsidies or other favorable treatment. All options require a City buy-in of policies outlined in this plan (as ultimately adopted), and the organizational structures, departmental plans and budgets, etc. that allow the policies to be carried out.

2. City-initiated RFP's for Individual city-owned parcels

The opportunity exists for the City to target specific city-owned property as potential site(s) for catalyst mixed-use project consistent with the Old Tow Avondale Revitalization Plan. This strategy provides for a more immediate impact since the property is readily available for immediately development. Furthermore, since the site is city-owned there is much more flexibility in structuring the feasibility of a project specific development.

Key Strategies

2.1 Identify city-owned property within the OTAB and determine which parcels are ideally situated to have the greatest impact in stimulating development within the plan area.

2.2 Prioritize sites and uses depending on parcel size, location, infrastructure, and proximity to existing urban development

2.3 Undertake market studies of city-owned parcels if necessary to determine highest and best use within the context of the Old Town Revitalization Plan

2.4 Depending on size, location and physical characteristics of city-owned property determine whether to issue a request for proposal (RFP) on a site-specific basis or whether to group city-owned parcels into one development proposal

2.5 The RFP shall focus on the specific goals desired by the city and should incorporate city incentives or offsite subsidies to facilitate the development and timeframes for development

Advantages:

Gives City considerable control and opportunity to "learn as you go," to make adjustments in RFP structures, development requirements, plans, etc. according to market dictates.

Disadvantages:

Because of the time and effort involved in responding to and negotiating one of these RFPs, developer interest would generally be highest in a system (Master Developer) where the developer could see that the potential for securing a long-term progression of follow-on projects was maximized. City would have to negotiate individual RFPs.

3. City of Avondale initiates RFP's for master-developer for Western and Maine Avenues Revitalization Area

The City of Avondale may choose to take a more comprehensive approach for the development of the Western and Maine Avenues Revitalization Area through the utilization of a Master Developer concept selected via a Request for Proposal. The goal of this selection of a Master Developer is to facilitate key development projects within the Western and Main Avenues Revitalization Area. The Master Developer, in accordance with the Revitalization Plan, shall have the responsibility of supervising, administering and managing the redevelopment/development of the properties owned by the City as well as acquiring privately-owned property with the plan area.

Key Strategies

3.1 Establish a Request for Proposal (RFP) for the Western and Main Avenues Revitalization Area by entering into a Development Agreement with a preferred developer who will assemble a team acceptable to the City that is capable of planning, assembling property, and designing, financing, and developing the Plan Area into a revitalized mixed-use redevelopment area.

3.2. The RFP will outline the purpose, expectation and timeframe for redevelopment/development of the area within the context of the Old Town Avondale Revitalization Plan

3.3 The Master Developer will define a feasible and detailed development plan for the area; obtain financing necessary for proposed development; and implement the proposed development, all as approved by the City of Avondale. The development plan shall include, but not limited, to the following;

3.3(a) Timeframe for submission (by the developer) and approval (by the City of Avondale), of the master development plan incorporating the Old Town Avondale Revitalization Plan;

3.3(b) A development phasing schedule;

3.3(c) Acquire and/or market additional properties for the purpose of redeveloping the redevelopment area

3.3(d) Market the redevelopment area to tenants, developers, and redevelopers for the purpose of redevelopment

3.3(e) Solicit developers of retail, restaurants, office, senior housing, multi-family housing and in-fill housing in the redevelopment area

3.3(f) Construct uses including retail, restaurants, office, senior housing, multi-family housing, and in-fill housing in the plan area

3.3(g) Land disposition agreements – ownership or lease; and/or other financial terms and conditions, including negotiated incentives and establishing an appropriate return and/or leverage on investment to the City of Avondale and the developer;

3.3(h) Community input into the planning and implementation process; and

3.3(i) secures firm financing commitments for all elements of the project.

Advantages:

- The revitalization effort requires much focused attention of one or more individuals with very specialized expertise in the real estate development process. Such people are inherently entrepreneurial and accustomed to balancing risk and reward.
- As we have stated, Old Town, as any revitalization area, has unique competitive challenges as well as opportunities, and these are best addressed by an entity with relatively free reign to make business decisions that are predominantly free of political influence. While the City's involvement will give the projects a competitive advantage, this advantage is best capitalized upon by a Master Developer working as a (mostly) free agent.

Disadvantages:

- The primary potential disadvantage of this system is that it limits the City's control. However, this can be ameliorated by the structuring of the RFP with the developer.
- This process requires considerable effort at the front end, to define and contractually obligate the relevant parties, etc. and therefore the potential benefits of this system must be weighed against the costs of establishing it.



APPENDIX A



OLD TOWN AVONDALE
TODAY
EXISTING CONDITIONS
ASSESSMENT



INTRODUCTION

INTRODUCTION

The City of Avondale is cognizant of the potential economic and neighborhood impacts within the Old Town Avondale Revitalization Area due to growth patterns and the development of major economic projects within the city. To better understand the critical market challenges and respond to the exciting revitalization opportunities inherent in this growth environment, the City engaged Silicon Valley Advisors and an experienced team of economic and architectural consultants to assist in formulating a comprehensive revitalization strategy for this area.

The approach for formulating the revitalization plan is based on six distinct phases: analysis of existing conditions; vision and strategic plan; civic engagement; plan development; implementation strategy; and, public review and approval. This Existing Conditions Report, Phase One, represents the first step in a multi-faceted and highly collaborative process of understanding the specific demographic, market and policy elements that need to be addressed in crafting a feasible and sustainable revitalization plan for the Old Town Avondale Revitalization Area. This report is intended to answer the following:

Data Collection: The economic and demographic conditions existing within the Revitalization Area and the distinct components and factors that will directly influence future development.

Trends and Projections: The nature of and extent to which population and employment growth patterns, existing and proposed regional retail projects, and contemplated infrastructure, traffic circulation and transportation projects will enhance, or hinder, future revitalization in the area.

Analysis of Economic Activity: The nature and scope of development activity and projects within the study area that reflect existing market strength and offer avenues for leveraging future growth.

Policy Analysis: The extent to which the City's existing General Plan, Zoning, site development standards, design criteria, and related regulatory ordinances present land use issues and conflicts that inadvertently hamper new housing, commercial and retail development within the study area.

The residential neighborhoods and retail market areas in the Old Town Avondale Revitalization Area are of significant importance to the overall economic health of the entire City. A key objective of this study is to ensure that the underlying revitalization strategy and proposed plans for the Old Town Avondale Revitalization Area are an integral part of the City's Economic Development Strategic Plan. To facilitate that goal, the consultant team has been assisted by a Technical Advisory Committee and "core base" of community Stakeholders who've offered significant insight and informed opinions with respect to challenges and opportunities for revitalization of these historic neighborhood and commercial areas.

The three significant factors (i.e. conditions) reflecting the nature of area-wide, substantive and demonstrable obstacles for revitalization of the Old Town Avondale Revitalization Area are:

- The absence of a complementary and concentrated "core base" of retail, commercial and office uses providing a distinct shopping/dining/service destination market within the area;
- The lack of a signature development, i.e. gateway, destination, etc. in the revitalization

area of a scale, mass and quality to solidify a regional and competitive market niche.

- The general perception of the revitalization area as evidencing a high degree of criminal activity posing a threat to public safety and reflected in vacant buildings and negative uses.

The approach for analysis of existing conditions relied on a recognition that the Old Town Revitalization Area is comprised of residential neighborhoods with existing land use patterns, retail activity and geographically unique obstacles to commercial revitalization. These areas are physically defined and divided from each other by the major street systems and traffic corridors that shape the unique neighborhood sub-markets while providing a primary location of retail services for area residents.

When analyzing the OT Revitalization Area, the major street corridors have significantly different characteristics shaped first by the land development patterns of the past and now by traffic patterns and land uses. In addition, the residential demographics of these sub-regions are distinct, further reflecting historic land use patterns in this area (Figure 1-0). The main corridors – Central, Dysart, Western, and Main, were used as boundaries for different sub-regions, identified for the purposes of this study by the city parks within each of the four sub-areas:

Central Avenue Corridor (Fred Campbell Park Area) which extends from the northern boundary of the Revitalization Area at Van Buren Street to Western Avenue at the south and from the Goodyear boundary at the west to Dysart Road to the east; and,

Dysart Industrial Corridor (Coldwater Park Area) which extends from the northern boundary of the Revitalization Area at Van Buren Street to Main Street/MC-85 at the south and from Dysart Road at the west to the Agua Fría at the east; and,

Western Village Corridor (Deconcini Park Area) which extends from Western Avenue at the north to Main Street/MC-85 at the south, and from the boundary with Goodyear to the west to Dysart Road at the east; and lastly,

Main Street Corridor (Mountain View Park Area), which extends from Main Street/MC-85 at the north and Lower Buckeye to the south, and from the boundary with Goodyear to the west and the Agua Fría River at the east.

The demographic and economic data with respect to each neighborhood area helps define the nature of existing factors, i.e. income, percent of renter occupied households, etc., that have a direct bearing on the existing market strength, i.e. retail service draw, that substantively affect the types of retail uses within the close vicinity of each residential areas. Understanding the underlying, area specific and historic obstacles that need to be addressed to frame a future strategy for economic revitalization is best approached by considering the primary traffic, or retail street corridor, that serves each distinct area.

Accordingly, the policy analysis section of this existing conditions report deals with land use, revitalization and development policies in the context of, and with specific reference to, major retail corridors, i.e. Central Avenue Corridor, Dysart Industrial Corridor; Western Village Corridor; and Main Street Corridor, since a major segment of revitalization challenges and potential project development opportunities are best reflected in how land use policies are successfully applied on these retail areas.

The express purpose of this existing conditions report is to describe the multi-faceted nature of market, growth and policy conditions and issues that define “where we are” within the context of the existing environment as these elements affect future revitalization. We encourage you to consider this report as the first step in formulating a holistic and sustainable revitalization plan for this area.



ECONOMIC ANALYSIS

ECONOMIC ANALYSIS

The focus of this portion of the Existing Conditions Report is on issues directly related to revitalization of the study area: demographics of surrounding neighborhoods; by population, income, and projected growth; surrounding employment base; the trade area for specialized activities such as restaurants, specialty retail, etc.; mix, quality, and other characteristics of existing business base; surrounding retail environment; and the relationship to other specific features in Avondale and Goodyear.

Old Town Corridor Demographic Characteristics

The Old Town Avondale Revitalization Area has a unique history and role in the growth of the City of Avondale. Today, it presents challenges and opportunities with respect to ensuring this area remains an integral part the larger Avondale community. This study will help define the nature of existing economic conditions, land use patterns, economic factors and opportunities and related land use policy implications and issues as these relate to the four Commercial Corridors within the Old Town Avondale Revitalization Area. These corridors are defined in summary form below and graphically illustrated on Page 13. The following depicts the consulting team’s preliminary observations relative to these areas.

Central Business Corridor

The most significant land use trend is reflected in the interesting and generally compatible mix of local and neighborhood-serving retail operations, non-profit businesses, public educational uses and local residential areas. Generally speaking, this corridor can be characterized as a “*stable retail market*” in that there is no visible blight, proliferation of abandoned or board up buildings, landscaping is basically maintained, and a “window market survey” (i.e. driving the area several times) does not show a high vacancy rate in established retail centers or among small, independent buildings. This land use pattern is reflective of much of the commercial corridor from Van Buren Street to Western Avenue. South of Western Avenue, the mobile home park situated across from Michael Anderson Elementary has a major visual impact.

Dysart Industrial Corridor

With a broad mix of retail, Class C Office, and private, non-profit uses (like American Legion Post 61), existing and emerging land uses, building quality, pending developments, etc., this corridor is best defined as an “*evolving trade area*” clearly anchored with a strong and growing market for Light Industrial Uses. On a smaller scale, there are competitive land use patterns related to expansion of office uses and industrial developments, the latter of which is exceptionally well suited for this corridor. In contrast, the existing multi-family uses between Dysart and Eliseo Felix Jr Way are fundamentally incompatible. The multi-family uses exhibit an on-going and disrupting effect, i.e. crime incidents, on existing and emerging industrial uses.

Western Village Corridor

This area exhibits both the strongest emotional interests among stakeholders relative to revitalization

and a personal connectivity with respect to the City of Avondale’s history and cultural heritage. A fair characterization of this retail corridor is an “*underdeveloped market*” with fairly strong and visible signs of economic inactivity, i.e. vacant buildings, and non-commercial uses, i.e. non-profits, community service entities, etc. Elements for significant retail growth are in place with major municipal improvements like the fire station, police substation, New Old Town Library, and infrastructure related to landscaping and sidewalk improvements. Very often, these elements are persuasive factors in spurring area development.

Main Street Corridor

This corridor is a mix of auto-dependent retail, like Circle K, gas station operations, auto repair, tire shops, and general neighborhood-serving businesses situated along both sides of Main Street between Litchfield and Dysart Road. In spite of the disrepair and dilapidated nature of several older, commercial buildings, the area can be characterized as a “*transitional commercial*” market. The Tres Rios commerce center (Dysart and Main Street) is a mixed-use 35,000 sq/ft office and 12,000 sq. ft retail project under construction on 7.3 acres. The planned community of Tres Rios Landing is a major residential development, begun in early 2005. Over half of the 369 lots have been developed. A smaller (40-unit) subdivision has also been recently developed adjacent to Tres Rios Landing, on Whyman. These reflect new market interest in this corridor whose economic impact will enhance raw land values in the area

Demographic data for the sub-areas are shown on Table 1-0 and illustrated on the thematic maps that show percent renters, percent of housing produced prior to 1980, and Hispanic population profiles (Figures 1-0, 1-1, 1-2 and 1-3). The data are from the 2000 Census, but many of these areas have not changed much since then. The table and maps indicate that there is considerable variation among the sub-areas in many socio-economic variables. For example:

- Over 20 percent of the population is “linguistically isolated” in the Deconcini Park sub-area, compared to 10 percent for Fred Campbell.
- Males with High School as the highest level of education range from 19 to 36 percent, among the sub-areas.
- Females in the labor force range from 33 to 57 percent.
- Renter-occupied dwelling units range from 37 to 61 percent of total housing units.

The City of Avondale has experienced unprecedented growth since its adoption of the General Plan in 1990. The 2002 General Plan Update noted that growth and its implications with respect to preservation of older residential neighborhoods and continued support for the Old Town Avondale area. This revitalization plan is part of the implementation strategy recommended in the June 2006 City of Avondale Economic Development Strategic Plan.

The existing demographic profiles are reflections of the nature of neighborhood impacts, both positive and negative, that may have emerged since adoption of the General Plan in 1990 and the Economic Development Strategic Plan in 2006. As such, they are indicators of socio-economic conditions that in turn, define and describe patterns of economic distress, i.e. condition of housing. Accordingly, they provide a measurable yardstick, or starting point, for formulation of various economic revitalization strategies. Further, combinations of various factors – for instance, a comparatively higher percentage of renter occupied units coupled with high percentages of lower income residents, provide the lending and

development community with an economic snapshot of likely purchasing power in a market area.

These indicators are important in the formulation of marketing and re-branding strategies and especially so if upward trends are evident, even at relatively lower rates of growth. Further, marketing plans for both individual businesses and for area-wide marketing strategies need to consider the degree to which secondary market consumers, or consumers from outside the immediate trade area, need to be reached for generating new and expanded business opportunities.

Fig. 1-0 - Old Town Avondale Revitalization Area Sub-Areas

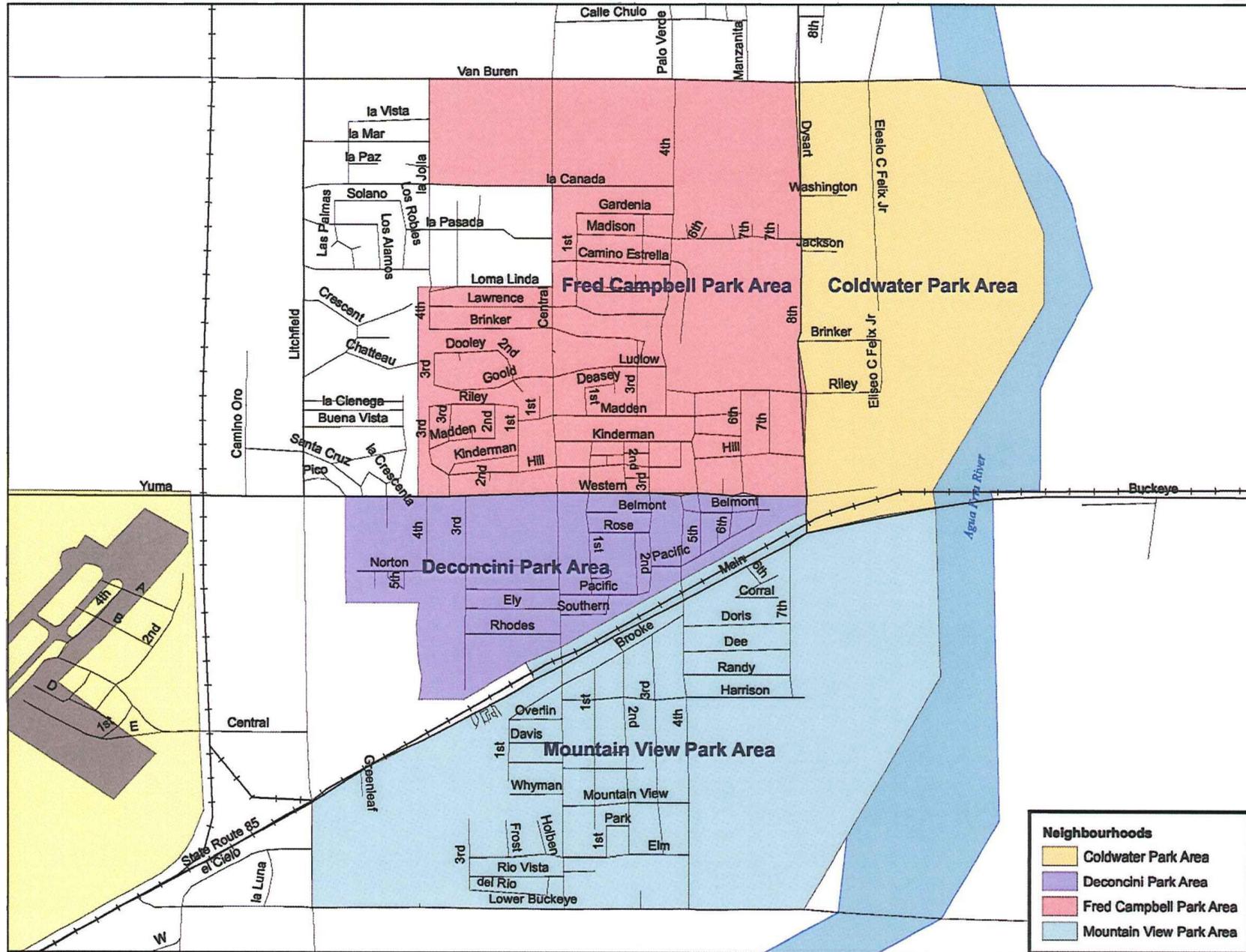


Table 1-0 Selected Demographic Data by Sub-Area

Census variable General Characteristics	Sub-Areas			
	Coldwater Park Area	Fred Campbell Park Area	Mountain View Park Area	Deconcini Park Area
Total population: Total	1,413			
Total population: Hispanic or Latino	802	2,566	2,799	1,735
% of Total Population	56.8%	58.9%	73.0%	80.2%
Households: Total	510	1249	995	647
Households: Family households	352	937	780	534
Family households: 65 years and over	20	91	125	64
% of Total Family Households	5.6%	9.7%	16.0%	12.0%
Nonfamily households: 65 years and over	31	76	72	20
% of Total Nonfamily Households	19.4%	24.4%	33.5%	17.7%
Households: Spanish; Linguistically isolated	56	120	164	138
% of Total Households	11.0%	9.6%	16.5%	21.3%
Workers 16 years and over: Total	667	1697	1150	644
Education				
Population 25 years and over: Male; High school graduate (includes equivalency)	101	427	249	84
% of Total Male Population 25 years and over	26.5%	36.3%	25.1%	18.6%
Total Bachelors or Higher Degrees	13	65	26	5
% of Total Male Population 25 years and over	3.3%	5.5%	2.6%	1.1%
Population 25 years and over: Female; High school graduate (includes equivalency)	145	333	240	201
% of Total Female Population 25 years and over	43.9%	28.6%	24.5%	33.2%
Total Bachelors or Higher Degrees	26	76	14	0
% of Total Female Population 25 years and over	8.0%	6.5%	1.4%	0.0%
Labor Force				
Population 16 years and over: Male; In labor force	473	998	855	364
% of Total Male Population 16 years and over	87.0%	66.8%	64.5%	58.3%
Population 16 years and over: Female; In labor	248	820	399	355
% of Total Female Population 16 years and over	56.8%	53.9%	33.3%	47.8%
Households: Median household income in 1999	\$29,565	\$35,901	\$25,090	\$23,512
Population for whom poverty status is determined: Income in 1999 below poverty level	253	657	1,468	559
% of Total Population	18.1%	15.6%	38.5%	25.9%
Housing				
Housing units: Total	750	1,344	1,063	641
Occupied housing units: Renter occupied	266	715	377	382
% of Total Occupied housing units	54.7%	56.5%	37.3%	61.1%
Vacant housing units: Total	264	78	52	16
% of Total Housing Units	35.1%	5.8%	4.9%	2.5%
Occupied housing units; 2.01 or more occupants per	20	90	47	77
% of Total Occupied housing units	4.0%	7.1%	4.6%	12.3%
Housing units: 1 or 2 units in structure	37	786	502	283
% of Total Housing Units	5.0%	58.5%	47.2%	44.1%
3 or more units in structure	471	534	98	232
% of Total Housing Units	62.8%	39.7%	9.2%	36.2%
Housing units: Mobile home	241	24	463	126
% of Total Housing Units	32.2%	1.8%	43.6%	19.7%
Total Units Built Pre-1980	235	893	625	413
% of Total Housing Units	31.4%	66.4%	58.8%	64.4%
Owner-occupied housing units: Mean Value	\$29,913	\$76,883	\$53,746	\$50,329

Note: Percent values apply to each geographic area individually
Source: 2000 Census; authors

Fig. 1-1 Renters Profile – Old Town Avondale Revitalization Area

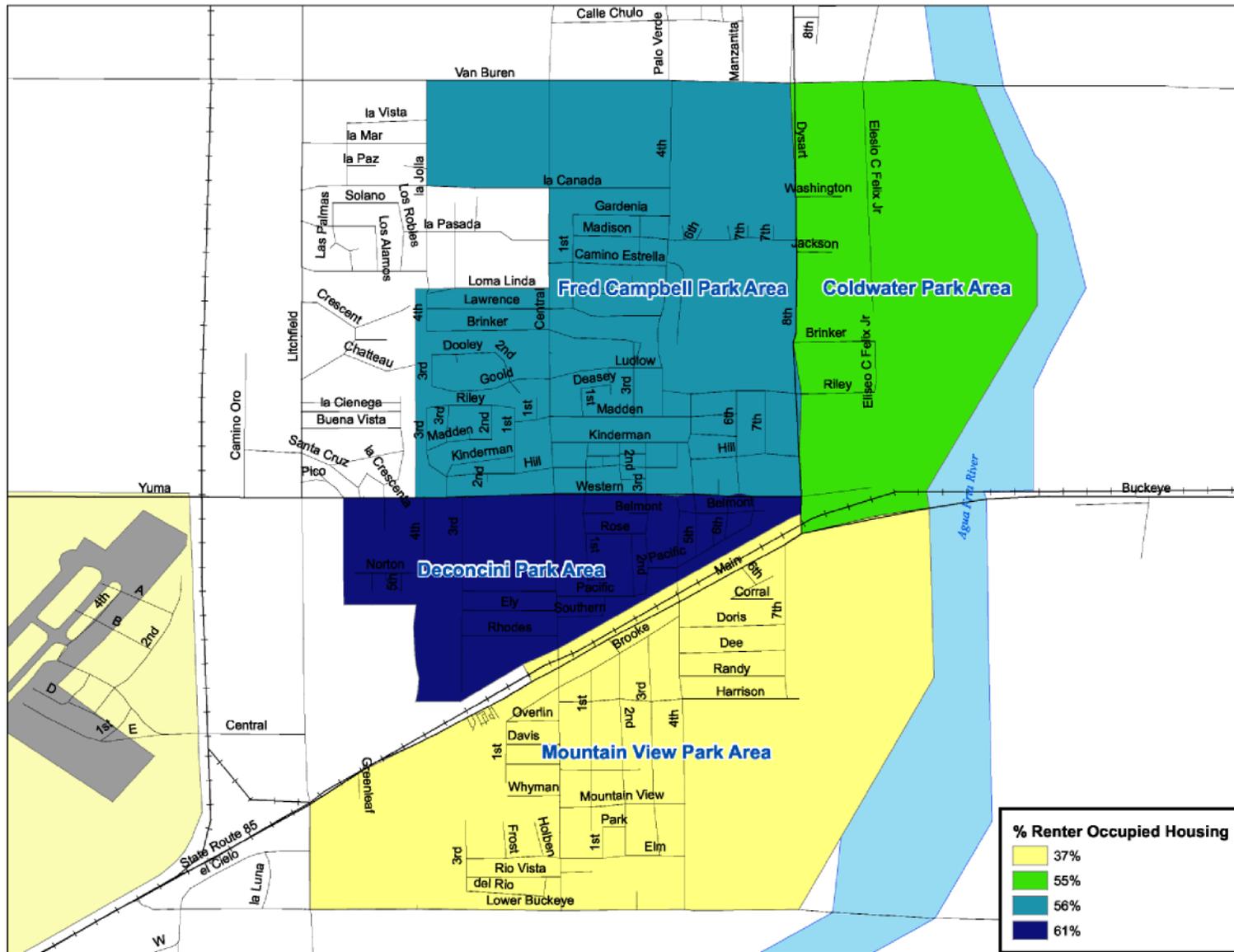
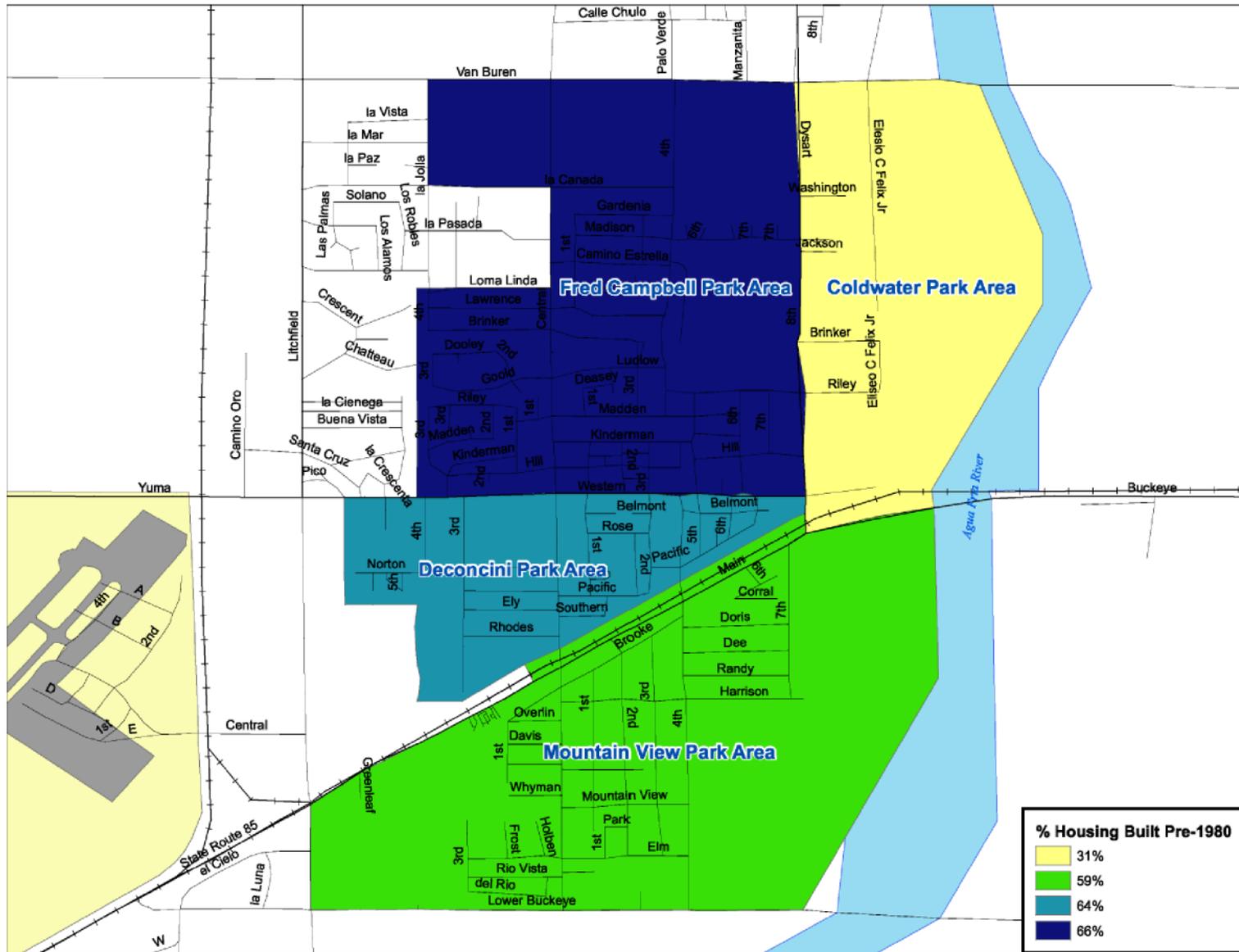


Fig. 1-2 Pre-1980 Housing Profile – Old Town Avondale Revitalization Area



Market Demography, Demand Estimates, and Projections

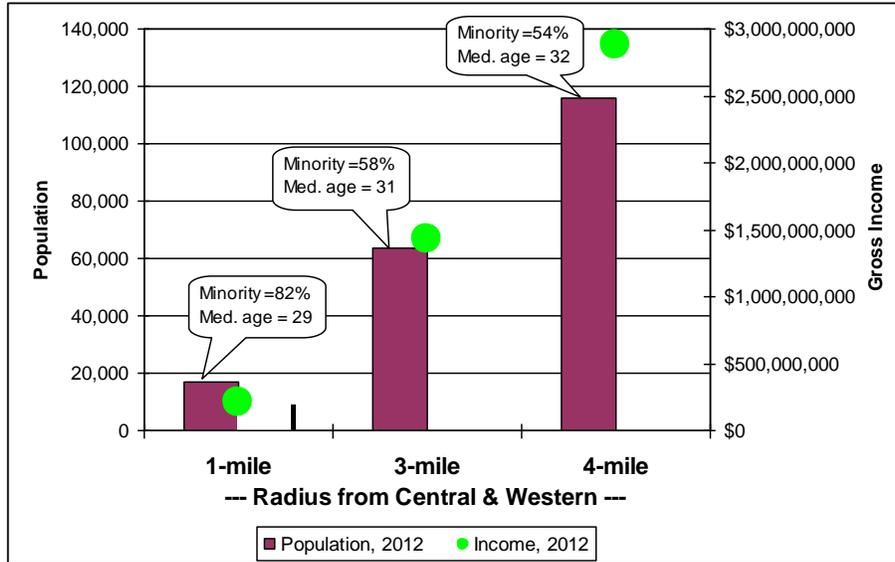
In this project our goal was not to conduct a full-scale market analysis of the development potential for commercial uses in the study area. Instead, it is arguably more meaningful to examine overall indicators of development potential for the study area. Within a 3-mile radius of the study area, there are at least three instances of major commercial (both retail and office and other employment-intensive uses) and institutional projects being developed based as much on the sheer will of the sponsors of that development (in this case both public and private entities) as on specific market forces: the Avondale and Goodyear City Centers, and Westcor's Estrella Falls project. We have also noted in previous sections of this report that Avondale is a “net exporter” of retail goods, due in large part to the concentration of retail activity along the I-10 corridor. If Avondale and surrounding communities can achieve development of the type represented by these examples, Old Town should similarly be able to position itself to capture some of this potential.

To provide overall indicators of development potential for the study area, we obtained a set of population and demographic estimates for the area within 1, 3 and 4 mile radii from the intersection of Central and Western Avenues, as a point of reference for the study area (Fig. 1-4). The results are summarized on Graph A. The graph emphasizes the scale of the trade area surrounding the study area.

The radii-based data are typical of one component of what any developer would do to assess the market for a particular location. A complete market study would also include comparisons of the market-demand figures generated through the radii-based data with a detailed look at how the presence of competitive projects would affect the potential at a site. However, for the purpose of providing a general scope of the overall market demand *potentially available* to the study area, the following analysis provides considerable insight. Avondale's “excess” supply of retail space, as noted above, further complicates the process of conducting a full-scale market study for Old Town Avondale. The city already supplies retail goods to consumers well beyond Avondale's borders.

The primary point here is that Old Town Avondale need only capture a small portion of the potential demand to achieve a dramatic increase in its level of commercial activity. Nevertheless the key to bringing additional commercial activity to Old Town Avondale, if such a goal is desired, is applying the same kind of energy that other commercial concentrations being created “from scratch,” as noted above, are receiving. It is also important to note that the potential we are discussing here has not been available until relatively recently. It is not coincidental that Goodyear is now taking its City Center project, directly west of Old Town, into the implementation phase.

Fig. 1-4 – Population and Demographic Estimates/Income Including Living Expenses



Using the same 1-3-mile data set, we also analyzed generalized retail demand for retail/service uses, using an abbreviated version of retail analysis models produced by affiliates of McClure Consulting LLC in Orange County and The Natelson Dale Group. Essentially, this analysis reflects the distinct retail service needs of a given geographic area in light of established industry standards; for instance, the estimated number of rooftops, households, income, etc., needed to support a certain size grocery store. This analysis included the following categories:

Table 1-1 – Modeled Categories for Retail Demand

Modeled Categories	
<p><i>Specialty Store Categories</i></p> <ul style="list-style-type: none"> Gifts, art goods & tourist-type retail items. Sporting goods Florists Photographic equipment & supplies Musical instruments Stationery and books Jewelry Office, store & school supplies* Other specialties 	<p><i>Restaurant Categories</i></p> <ul style="list-style-type: none"> Fast Food * Restaurants selling beer and wine. Restaurants selling all types of liquor <p><i>Other Potentially Relevant Categories</i> (addressed indirectly by factoring)</p> <ul style="list-style-type: none"> Convenience Markets Apparel Furniture and Home Furnishings * Special treatment in model: Reduced demand by 50%

This analysis was intended only to provide a general scope of the overall market estimates relative to total demand *potentially available* to the study area, which is very different from demand that we expect the study area to ultimately be able to capture. (Also, the model in this form does not deduct existing supply of this type of space.) However, even at this preliminary stage of analysis, we have factored demand levels for certain categories downward, as noted on the table, to reflect more realistic potentials. The model also includes factors for general services (personal services, medical offices, real estate offices, etc.), and for a

contribution to sales potential from non-residents such as a proportion of workers, and tourists.

The results of this analysis are summarized on Table 1-2. The table shows that, even within a 3-mile radius, gross demand for space (2008 and beyond) is in the range of 700,000 to 800,000 square feet. At 4 miles, gross demand is 1.3 - 1.6 million square feet within this larger trade area.

Table 1-2 – Supportable Square Feet of Retail Space in Selected Categories

Study Area Retail Trade Areas- Retail Category	2007	2008	2009	2010	2011	2012
1-Mile Area: Specialty Stores/Restaurants	84,911	86,901	88,988	91,023	93,156	95,340
Other Relevant Categories (1)	29,719	30,415	31,128	31,858	32,605	33,369
Services	16,982	17,380	17,788	18,205	18,631	19,068
Standard Vacancy	4,246	4,345	4,447	4,551	4,658	4,767
Total	135,857	139,042	142,301	145,636	149,050	152,544
3-Mile Area: Specialty Stores/Restaurants	418,049	437,326	457,493	478,589	500,659	523,746
Other Relevant Categories (1)	146,317	153,064	160,123	167,506	175,231	183,311
Services	83,610	87,465	91,499	95,718	100,132	104,749
Standard Vacancy	20,902	21,866	22,875	23,929	25,033	26,187
Total	668,878	699,722	731,989	765,743	801,054	837,993
4-Mile Area: Specialty Stores/Restaurants	754,917	802,340	852,742	906,311	963,244	1,023,754
Other Relevant Categories (1)	264,221	280,819	298,460	317,209	337,135	358,314
Services	150,983	160,468	170,548	181,262	192,649	204,751
Standard Vacancy	37,746	40,117	42,637	45,316	48,162	51,188
Total	1,207,867	1,283,744	1,364,387	1,450,097	1,541,191	1,638,007

Maricopa Association of Governments (MAG) Long Term Population Projections

Not only is there a sizable population base surrounding the study area, this base will expand as the west side of Metro Phoenix continues to grow. One way of demonstrating those expectations of growth is through projections produced by the Maricopa Association of Governments (MAG).¹ MAG is the official source for population and employment projections in Metro Phoenix, and their projections, while not always accepted by individual jurisdictions, strongly influence transportation and other region-wide planning. MAG's projections have recently been updated from the last version, published in 2003, and they provide a way of illustrating expectations for how the west metro region will change in the coming years. In this report, we have used the MAG data to literally illustrate these expectations of growth by use of the GIS maps below. At the metro-region level, the maps show how the west side will be the recipient of much new development, and at the local-area scale, the maps show how the market area for Old Town Avondale will expand.

While the MAG projections are important for a number of reasons, they need not always be taken at face value, especially when there are circumstances that are not necessarily reflected in the generation of the numbers – a long, involved process. For example, in Avondale's case, it is likely that MAG projections for South Avondale will soon be obsolete, since the area is scheduled for re-evaluation and will probably be planned for higher densities based on the updated portion of the land use area currently being updated by the City's General Plan.

However, projections for 2010 metro-total population and employment could be overly optimistic given the current "economic correction" stemming from the deflation of home values and associated stress in related sectors. (For example, the forecast update for job growth in the two years of 2007 and 2008, issued September 7 of 2007, and prepared by the Arizona Department of Economic Security (DES), calls for growth of 113,700 nonfarm jobs, with growth rates of 2.4 percent in 2007 and 1.7 percent in 2008. These are still big numbers, but down considerably from the earlier (April of 2007) forecasts of 3.7 percent growth in 2007 and 3.0 percent in 2008.)

For this project, we obtained the MAG projection data in electronic-mapping form, to illustrate the dramatic growth in both population and employment projected for the Southwest Valley. The population-projection maps are shown on pages Figure 1-8 and Figure 1-9 of this report.

The 2020 and 2030 maps add additional perspective on the 2012 projected growth figures illustrated graphically (figure 1-5). In short, even though Avondale's future growth figures were reduced for this latest edition of the projections, the maps clearly show that the study area's specific market position – that is, its geographic location in relationship to evolving population growth areas and emerging employment and retail concentrations - will be stronger in terms of its surrounding trade area, to a much greater extent in the future than at present.

The local level maps (Fig. 1-6) give a close-up view of the growth patterns, and include selected major features, discussed below, in the downtown market area.

Beyond the illustrative power applied in the growth maps, the MAG data is also revealing. Expectations for growth in Avondale have changed in the latest projections from those produced in 2003. These shifts

are summarized in the table below for Avondale and primary competitive communities. The table and accompanying text shows that MAG expects Avondale to experience stronger competitive pressure from surrounding communities than the 2003 figures would suggest. We will address this issue again in subsequent phases of this project.

The changes in expected growth patterns from those portrayed in the last set of projections, in June of 2003, are summarized in the statements below and in Table 1-2. [All statements refer to the May 2007 projections compared to the previous set.]

- The overall metro planning area has geographically expanded somewhat, mostly in south Goodyear and the area south of Queen Creek.
- Metro-area population projections for 2010 and 2020 are slightly higher, and lower for 2030 by a very small amount.
- The differences for Avondale and selected West-Valley cities are shown in the following table. (All data are for MAG Municipal Planning Areas. Goodyear is the only city potentially

Table 1-3 – MAG Projections by Municipality

MAG Resident Population Projections by MPA				
	Prj yr.	2010	2020	2030
Avondale	2003 2007	82,100 83,853	122,500 105,989	161,400 123,265
Buckeye	2003 2007	58,600 74,906	153,400 218,591	380,600 419,146
Goodyear	2003 2007	61,300 71,354	161,100 174,521	330,400 299,397
Surprise	2003 2007	115,200 146,890	213,300 268,359	312,300 401,458
	Latest figures significantly higher than previous			
	Latest figures significantly lower than previous			

Fig. 1-5 –MAG Population Projections – Metro Level

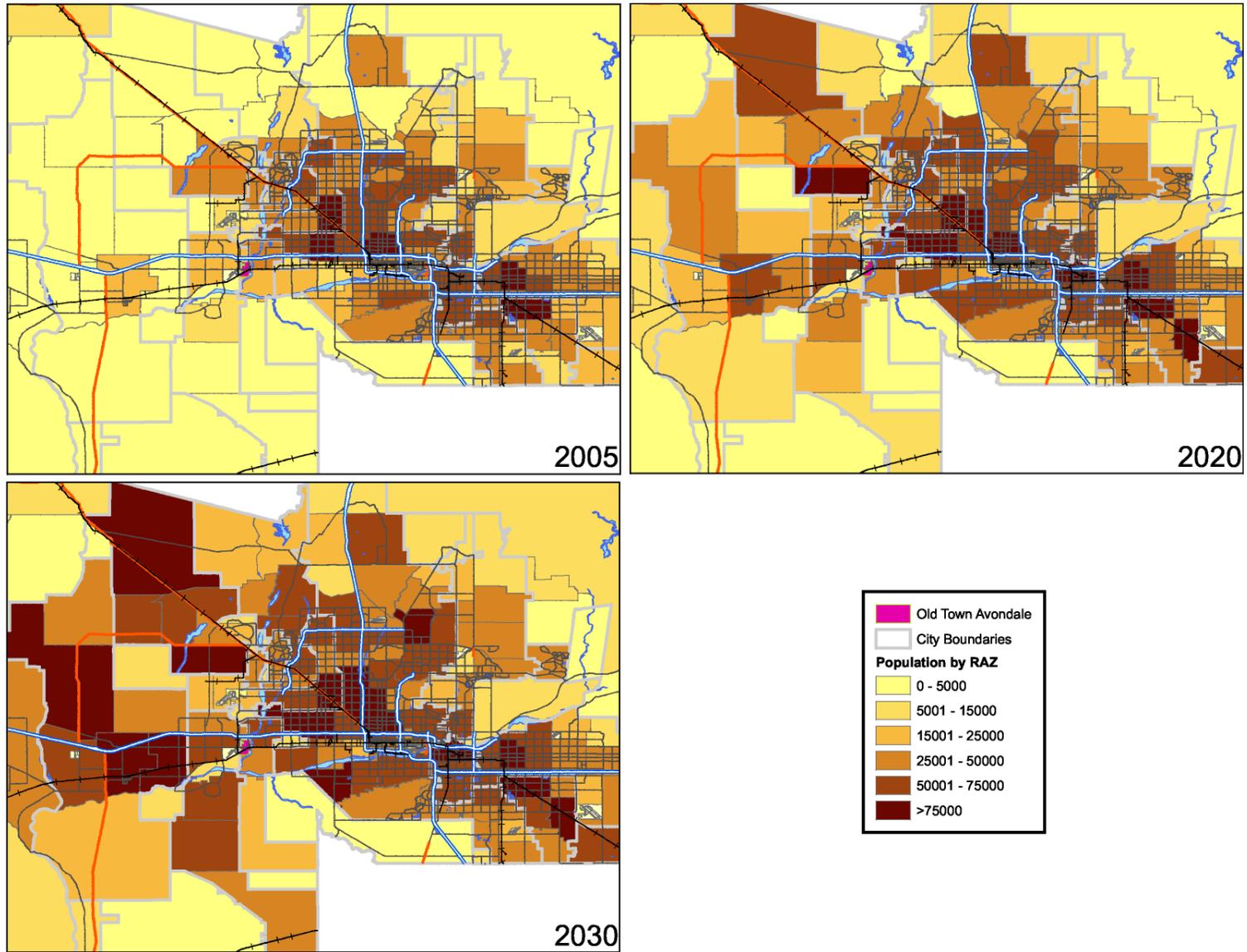
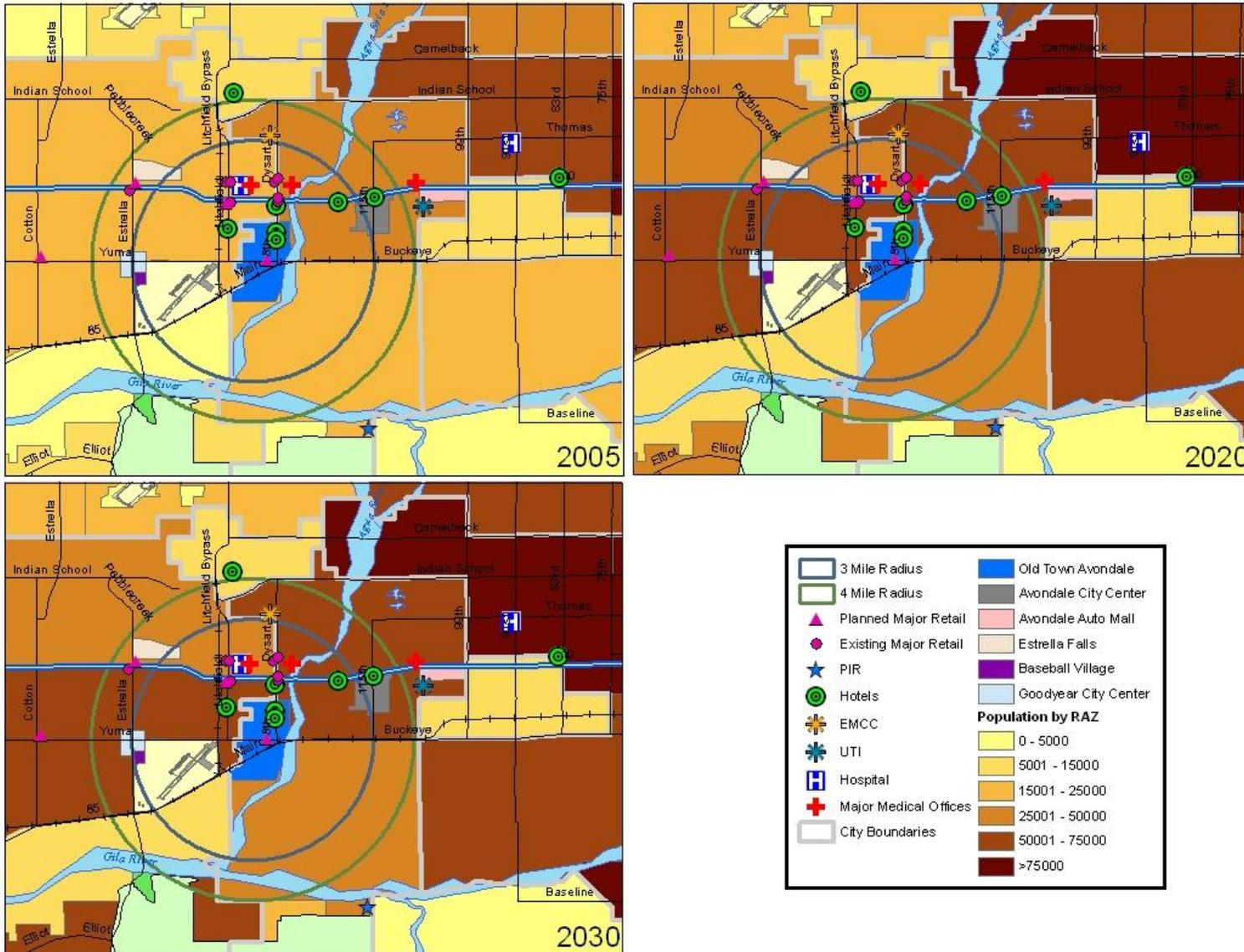


Fig. 1-6 – MAG Population Projections – Local Level



Surrounding Employment Base

A number of major employers are found within 3 to 4 miles of the study area, including those shown below:

Table 1.4 – Local Employment Analysis

Employer	Size measures as noted	Planned expansions	Approx. distance from Central/Western Aves.
Existing			
Goodyear Airport: Lufthansa-German Airlines, Aviation Management Systems	575 employees	(see text below on airport plans)	1 mile
West Valley Hospital	131 beds		2 miles
Universal Technical Institute (automotive technician training)*	287,000 sq. ft.		4-1/2 miles
Avondale Integrated Medical Services	60,000 sq. ft.	120,000 sq. ft. phases II & III	4-1/2 miles
CAVCO (modular home manufacturer)	400		1 mile
Estrella Mountain Community College	Faculty – 300 Enrollment – 13,000	Enrollment at build-out – 40,000	3 miles
Future			
Avondale City Center	272-acre mixed-use site* *		3 miles
Goodyear City Center (see text)	200-acre mixed-use site*		3 miles
Goodyear baseball stadium and Ballpark Village	Approx. 100-acre stadium and commercial	50,000 jobs over 50 years	3 miles

*This company recently announced a major cut-back in employees.

** Expected to be a mix of civic, retail, and employment uses, intended to convey the image of the heart of the city, and employing progressive planning and design principles.

Avondale City Center

The City Council has established the following goal for this area:

Develop the Avondale Boulevard Specific Area/City Center Plan in order to implement the Council's vision for Avondale Boulevard as a premier destination for shopping, restaurants and entertainment, with exciting mixed use development to include hotels, quality higher density housing, and professional office space, with an atmosphere that is fun, pedestrian friendly and conducive to daytime and nighttime activities.

The City is currently having a Specific Area Plan developed, which addresses a number the policy and design issues set forth in the goal statement. This project will by default contain projects that

represent those aspects of Avondale that have to do with its being a “new city.” We would expect that many of these projects will be large-scale, house major national tenants, and representative of the latest (at the time they are built) development trends, design and marketing concepts, etc.

Goodyear City Center

The City of Goodyear is currently in a Request for Qualifications (RFQ) process for an initial phase of the City Center. Submittals are to be received October 24, 2007. The RFQ states that the services to be provided are:

To lease and develop approximately forty acres on the Northwest Corner of Estrella Parkway and Yuma Road in Goodyear, AZ for the purposes of constructing mixed-use City Center facilities, including a city administration building, commercial/retail space, and high density units; may include RFQ No. OP 07-107 to design, build, finance, operate and maintain a Performing Arts Center.

Summary of airport expansion plans

According to presentation materials for the Phoenix Goodyear Airport Master Plan dated March 12, 2007,⁹ the airport’s general aviation function is expected to continue and to grow to 387,000 operations by 2025, 3.7 times the level in 2004. Over 600 aircraft, 85 percent of which will be single-engine planes, are expected to be based there by 2025, up from 209 in 2004. To accommodate this growth, and to improve the compatibility of the airport with its surroundings, the airport has proposed a \$92 million 20-year capital improvement program. The first five years of that program alone would cost \$37.3 million, but the actual 5-year plan is limited to \$16.2 million. This expanded capacity should make the airport and the general surrounding area more attractive as a location for businesses that make use of general aviation. The airport has additional land currently proposed for “aviation-related employment,” and plans for this area should be finalized along with the Master Plan completion, to occur soon.

⁹ <http://phoenix.gov/goodyearairport/about/planning.html> - March 2007 Presentation (.pdf)

General employment for City and neighboring communities

Obtaining reliable data on employment by place of work is always a challenge for small cities and especially suburban cities. For purposes of this report, we compiled limited available place-of-work employment data, as shown on Table A, and used this and other data to estimate that total employment in Avondale could be as much as 80% of the employed population. This means that Avondale is doing relatively well, compared to many suburban communities, in its jobs-housing balance. The table also shows however that many of the city’s jobs (by our estimates the table represents roughly 60 percent of Avondale jobs) are in the retail sector – a finding in keeping with the retail concentration that exists in Avondale as noted above (and it bears noting that the table shows employment in 2002). The City will want to enhance its employment balance by both

Table 1-5 – Employment by Place of Work for Avondale and Adjoining Communities

Sector	2002 Employment by Place of Work		
	Avondale	Goodyear	Tolleson
Utilities	(no data by place)		
Construction	(no data by place)		
Manufacturing	(no data)	935	2,560
Wholesale Trade	175	750	705
Retail Trade	9,738	6,234	405
Transportation and Warehousing	(no data by place)		
Information	10	91	10
Finance and Insurance	(no data by place)		
Real Estate and Rental and Leasing	63	61	10
Professional, Scientific, and Technical Services	117	102	10
Management of Companies and Enterprises	(no data by place)		
Administrative and Support and Waste Management and			
Remediation Services	182	183	175
Educational Services	10	175	(no data)
Health Care and Social Assistance	288	375	10
Arts, Entertainment, and Recreation	175	175	10
Accommodation and Food Services	529	1,356	99
Other Services (except Public Administration)	170	175	49
Public Administration	(no data in this dataset)		
Old Town Avondale for available data	11,457	10,612	4,043

increasing total employment and diversifying into more jobs in higher-paying “export” industries. A revitalized Western Avenue will help attract employers to Avondale and those added jobs will add to the prosperity of the study area.

The table also shows that Goodyear has a strong employment base, and Tolleson too, given its relatively small population.

Employment growth is expected to be strong in the trade area surrounding the study area. The

employment-projection maps (Fig. 1-8 and Fig. 1-9) illustrate the study area's access to a growing base of workers as a source of customers.

Fig. 1-7 – MAG Employment Projections – Metro Level

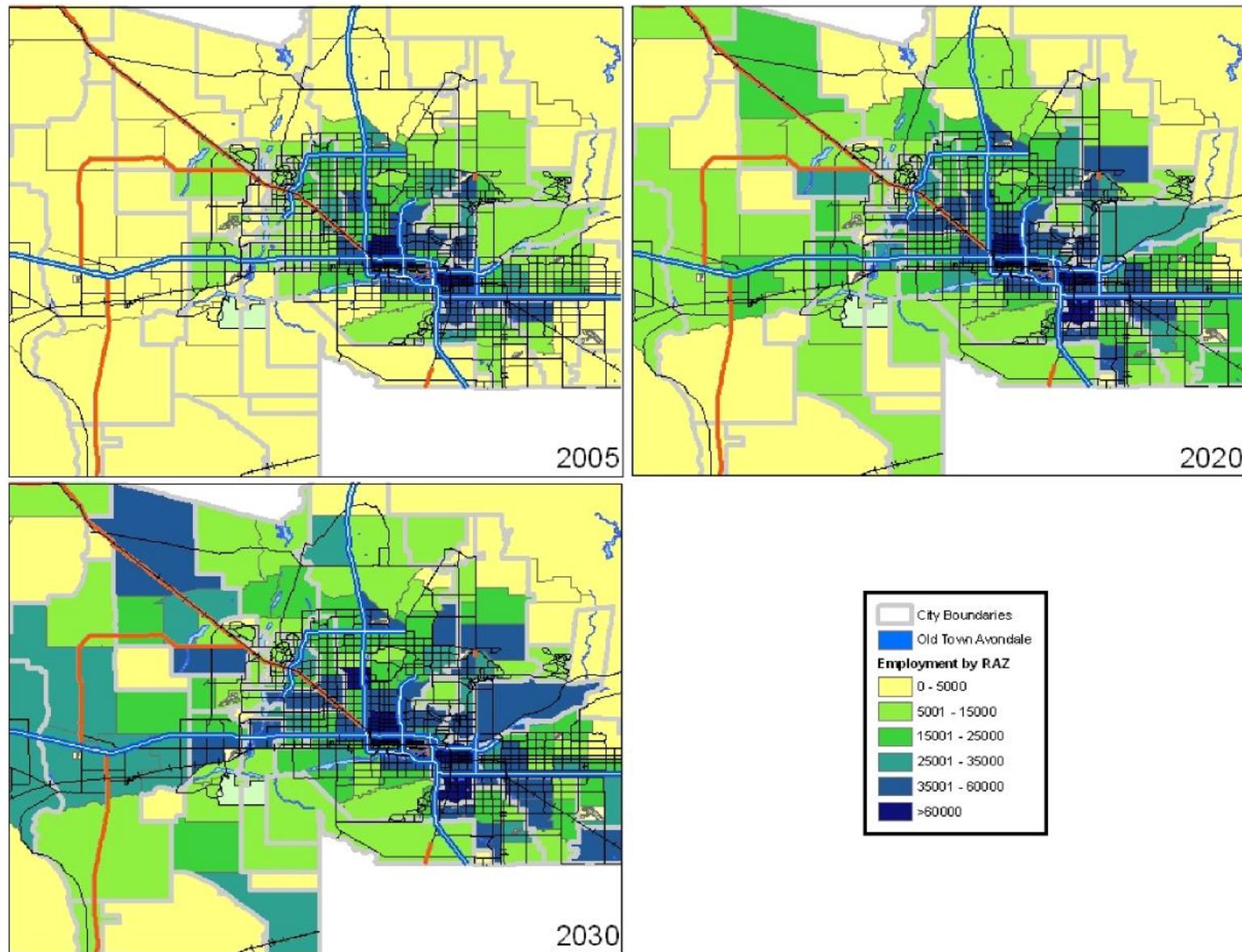
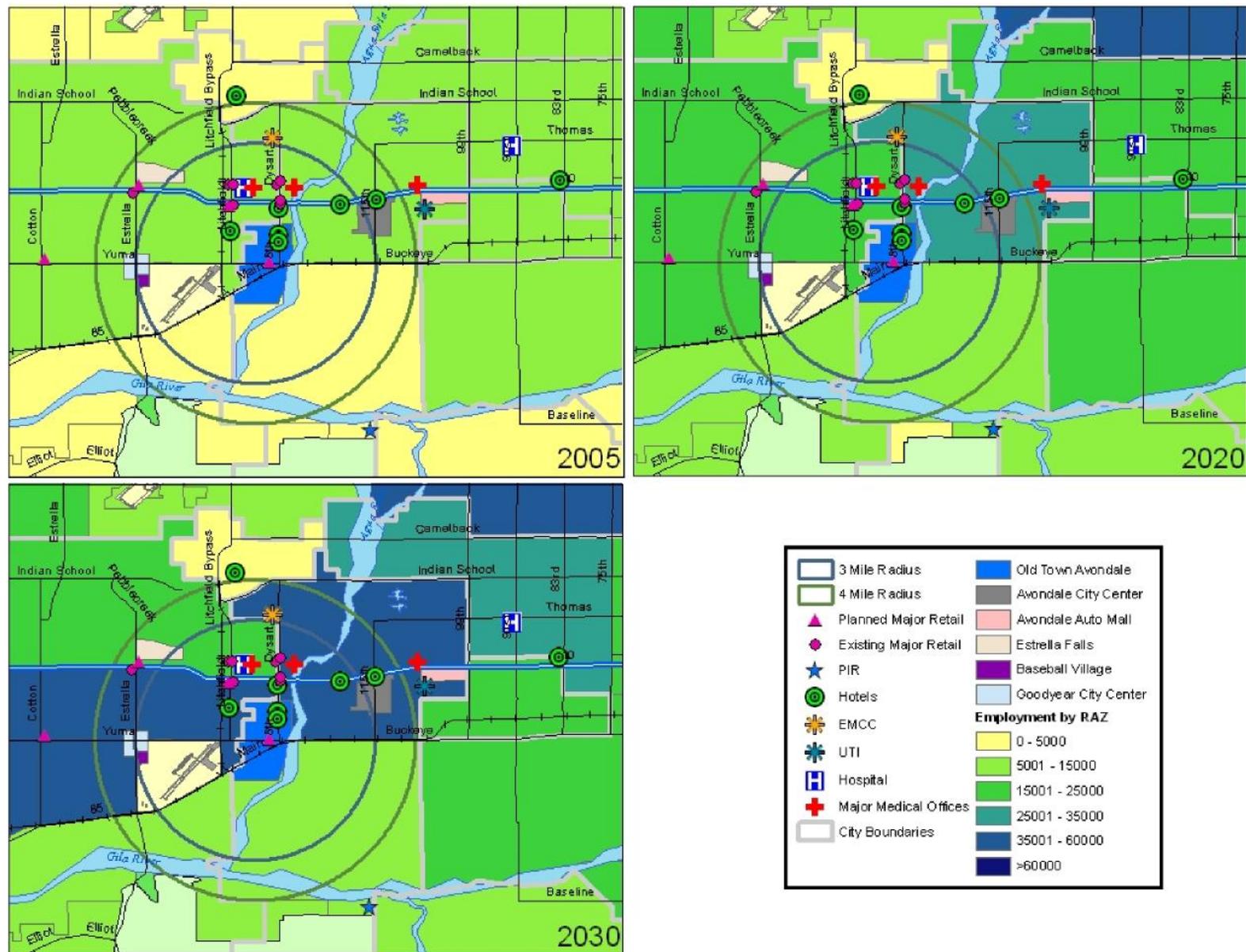


Fig. 1-8 – MAG Employment Projections – Local Level



Retail Market Characteristics

Definition of area and rationale

Following the review of existing research related to Avondale’s retail market and general development characteristics, and initial consultations with City officials, the SVA team developed certain initial “working conclusions” concerning the study area. While these preliminary conclusions are subject to change, the guidance they provided to this stage of the analysis is summarized below:

- The Dysart and Central corridors are relatively stable in that visible signs of retail disinvestments – such as vacant buildings, abandoned retail structures, poor landscape maintenance, etc. – are simply not apparent. These retail corridors are in the process of strategic commercial infill within which retail tenants are essentially shopping available buildings and vacant parcels within the entire revitalization area.
- Main Street has a number of problems but a range of potential solutions. There is an obvious turn-over of retail uses without a noticeable change in development improvements, tenant mixes, or signs of significant property investments. This retail corridor is basically recycling the same similar uses without any economic force to entice new retail users.
- Western Avenue poses the most complex challenges and the resolution of those challenges will have the most significant impact on the entire study area. This retail corridor does not command the same market impact, like street visibility, traffic counts, etc., that at various degrees are lease-up factors on Dysart, Central and Main Street retail corridors.
- Western Avenue also offers the most inviting setting for intensified commercial development, given its existing/previous streetscape and civic improvements, potential for land assembly, as well as its general location.
- From a trade-area standpoint, there are two logical “extremes” by which to discuss the options for Western Avenue. The businesses on Western could in theory serve the local neighborhood, or this area could be a “specialty retail” core for Avondale as well as other surrounding communities. The local neighborhood is to some extent already served by the Central and Dysart corridors. The rationale for the specialty retail option includes the following points:
 - Avondale in general has an abundance of retail space at the local neighborhood-serving, like grocery anchored centers on 5-10 acres, i.e. community shopping center, scale (see the Retail Environment section below). With this supply of space, along with the auto mall and the nearby (future) regional power centers at Goodyear Main Street Project, Avondale is a “retail magnet” for the Southwest Valley.
 - Avondale also has a good supply of neighborhood centers serving immediate surrounding areas with about 100,000 square feet of space on roughly five- 10 acres of land; but generally these types of centers, along with large community centers with rentable retail space of 200,000 – 350,000 square feet in particular, are not particularly conducive to retail experiences associated with recreational/leisure time shopping that occurs in so-called “lifestyle” centers, meaning outdoor centers

catering to a full service shopping experience, such as groceries, dress shops, shoes, eating establishments of both sit down and franchise operations, and other shopping environments that are attractive in their own right. Regional centers, especially the newest ones in Metro Phoenix, attempt to achieve this type of appeal, and are successful primarily in regards to larger, national tenants. Retail, restaurant, and service tenants that are smaller, local, or particularly unique are often best accommodated in a lifestyle center or special location, for which Western Avenue can be adapted.

- The fast-growing Southwest Valley has few areas that offer the potential to leverage small-town-downtown charm and access to a large resident and worker base, which Western Avenue possesses, into a specialized retail node, meaning specialty retail, boutique shops, personal services like hair salons, and excluding purchases typically considered as primary needs like groceries.

Summary from ESI City Center study

Avondale's dynamic retail environment was summarized in a document prepared for the Avondale City Center (ESI Corp, 2007). According to that report, in mid 2007 Avondale had approximately 2.7 million square feet of community and neighborhood-serving retail space, translating into 34.0 square feet per capita, which was greater than the metro-area average of 30.7, and considerably larger than the 24.5 square feet per capita in the "Western Suburbs" data area from Tolleson west to Goodyear and including El Mirage and most of Surprise, as defined by ASU Realty Studies. The report also points out that much of the existing retail is north of I-10 and focused on community-scale retail, and consequently the area south of I-10 is more amenable to future local-serving retail development opportunities.

Considering only the portion of the city west of the Agua Fría River, the concentration of retail activity that has gravitated to Avondale's north side (north of I-10, with some of the same type also south of I-10) is perhaps unprecedented in Metro Phoenix. It is in any case an impressive agglomeration of big-box, community-level or "power center" retail development.

From the ESI report, there are approximately 2.4 million square feet of existing community-center retail space within 3-1/2 miles of the study area, an additional 1.9 million square feet planned, and 1.5 million square feet of regional space planned (Estrella Falls). Major tenants include Home Depot, Sam's Club, Wal-Mart Supercenter, Lowe's Home Improvement, PetSmart, Office Max, Sportsman's Warehouse, Ashley Furniture, Sam's Club, Target, Michael's, and Kohl's.

Discussion of retail concentrations as "retail magnet"

This concentration of retail space is in large part due to the I-10 corridor and development patterns in the West Valley, resulting from the Agua Fría River, the location of Luke Air Force Base, and the Gila River and mountains to the south, and other factors, that also favor the corridor as an appropriate location from which to gain maximum access to the growing residential base in the

area. It is reasonable to assume that the volume of this space will be supported by a population base that extends beyond the borders of Avondale and Goodyear. As such, especially when the auto mall is added, the I-10 corridor within the two cities is a magnet for shoppers who could theoretically be diverted to specialty retail on Western Avenue (and other locations in the city including the City Center). Major retail and other market area features are shown on Fig. 1-7.

Summary of other (neighborhood, etc.) retail within 3-1/2 miles

The ESI report also indicates that there are 1.1 million square feet of neighborhood and other retail within 3-1/2 miles of the study area. These centers are generally typical grocer-anchored neighborhood centers or non-anchored strip centers, with a mix of restaurants, mostly fast food, personal and occasionally medical services, and miscellaneous retail.

In the shopping centers closest to the study area, there are a number of vacant buildings, and the tenant mix tends to be somewhat “down-market.” A former discount center at the northwest corner of Litchfield and Yuma Roads in Goodyear, which is the closest center of its size class to the Western Avenue corridor, is more than half vacant.

Relationship to other specific features in Avondale and Goodyear

- **PIR.**
Phoenix International Raceway is accessible from Avondale Blvd. or Estrella Parkway. While not directly accessible from the study area, PIR traffic may be realistically subject to a greater capture rate by study area businesses. Besides two (2) major NASCAR races, PIR hosts a wide array of car shows, events and regional functions annually.
- **Hotels.**
There are a minimum of five hotels in Goodyear: Marriot, Hampton and Hampton Inn, all on Litchfield Road; Goodyear Marriot and Residence Inn, American Inn and Suites. The City of Avondale has two Hiltons, 246 rooms in total in two complexes. There is a future Sheraton in the Summit in Avondale, an 8 story, 250-room hotel; Cambria Suites at 103 rd Avenue and McDowell Road, and 107th Avenue and 103rd Avenue and McDowell. Hyatt Summer Field Suites and Hyatt Place are pending developments.
- **Estrella Mountain Park.**
This 20,000-acre County Park is only a few miles from the study area. While it is mostly undisturbed desert, it has a golf course, a large wetland area and the only grass picnic area in the Maricopa County Park Systems. The Open Space Element within the General Plan’s Open Space Theme identifies the importance of protecting and preserving natural amenities and environmental attributes that are unique to Avondale. Parks are specifically referenced within the Recreation Element, in terms of the importance of “neighborhood, district and city-wide parks” as a significant component of the city’s quality of life.

- **South Avondale.**

This part of the city is located directly south and east of the study area. The area is in the initial stages of being re-planned due largely to the fact that regional transportation plans now indicate that the 801 freeway will pass through South Avondale, thereby changing the market dynamics of the area. At this point, it is reasonable to assume that the area will intensify in density and diversify in land use types from its former low-density mostly residential planning configuration. This will result eventually in an expanded worker and resident population base for the study and add significant commercial/retail along the proposed 801 reliever freeway.

REFERENCE DOCUMENTS

ESI Corporation, *Avondale City Center Market Analysis*. March 2007



AREA STRENGTHS

DEFINING AREA STRENGTHS

The definition of an area’s existing strengths – that is, the lynchpin upon which most successful revitalization plans are based - is derived from a combination of professional expertise and experience, i.e. a Technical Advisory Committee, the project team’s comprehensive and critical evaluation of prevalent market conditions, land use policies shaping current development activity, and a serious examination of the candid views and concerns of concerned and informed civic, political and community stakeholders. Significantly, this report is only the “first step” in a series of distinct and on-going collaboration and discussions with both the businesses and residents within this revitalization area and those individuals and entities within the City of Avondale who share a concern and commitment to its revitalization.

This initial analysis relies upon information and policies reflected in previous City efforts intended to foster and support neighborhood revitalization. Without exception, each plan, study and guideline provides at least a contributing element toward a strategic compilation of “building blocks” from which a multi-faceted revitalization strategy can be fashioned. In many respects, the consulting team’s focus was to appropriately build upon the planning and analytical framework reflected in the ESI Corporation’s “City of Avondale Economic Development Strategic Plan,” adopted in June of 2006. Among that study’s recommendations was “to enhance re-development of Old Town Avondale.”

The SVA consulting team reviewed and analyzed a myriad of research, demographic, economic activity and statistical reports and background information to provide an economic condition and policy backdrop to its summary of obstacles, challenges and opportunities for area revitalization. The basic summary of the background components for this existing conditions analysis include the following:

- **Demographic and Economic Activity Report.**
McClure Consulting utilized U.S. Census, County employment and job growth studies and projections, transportation plans, pertinent Maricopa Association of Governments studies, city planning reports on building activity, City GIS mapping data, State Economic Security and other related sources to describe existing conditions.
- **Revitalization Studies, Plans and Guidelines.**
SVA consulting team reviewed pertinent General Plan, Zoning Ordinance and OTAB design guidelines and studies, policy incident crime reports, relevant history and regulatory issues related to distinct land use patterns, like mobile home parks, multi-family uses, etc., utilization of existing neighborhood parks, schools and public open spaces, and housing and retail development trends and patterns affecting growth in the area.

SWOT Analysis

- **Stakeholder Interviews and Visioning.**

SVA interviewed 31 key members of the local stakeholder community, including City Council members, business owners and managers, residents, nonprofit and school decision makers, and other individuals involved with Old Town Avondale, to identify concerns and opinions with respect to their views for both an area-wide and corridor-specific vision for the market area and to identify Old Town Avondale issues and primary objectives related to a comprehensive revitalization plan.

- Stakeholder letters and handouts for the Stakeholder interviews assured confidentiality of the interviews. Interviewees were told that “a summary of findings will then be prepared once all of the interviews have been completed. No quotes or names will be used and specific comments will not be attributed to any individual.”

- **Technical Advisory Committee.**

The SVA consulting team has held several meetings with key City staff members representing the broad spectrum of departments and city services affecting the revitalization area. While this is a continuing process, the committee’s preliminary analysis, thoughts and observations have been instrumental in helping to understand both obvious and subtle considerations with respect to crafting a feasible, comprehensive and sustainable plan.

Stakeholder Questions

Study Framework

The Avondale City Council has identified the Old Town Avondale Revitalization Area as one of their priorities of focus in the community. The City Council wishes to further define the vision for revitalization of the area by encouraging new and reinvestment for commercial, employment and residential development through the ***Old Town Avondale Area Revitalization Plan***, which will develop a strategic plan for the commercial corridors along Main Street/Buckeye Road/MC 85, Western Avenue, Van Buren Street, Dysart Road, and Central Avenue and the shared boundary with Goodyear to the west.

Revitalization is engaging a “tool ***kit***” comprised of public policy, physical improvement, and diversified development strategies. Applied in a focused, disciplined and thoughtful manner, these work together to guide and foster the timely and quality development of market-driven and public projects to effectuate cohesive, integrated and measurable objectives and marketing efforts. These integrated efforts promote a definitive “***public*** vision” for a distinct market and neighborhood area.

You have been identified as a “stakeholder” - an individual with knowledge of and interest in the area - and are being asked to participate in the project. Your answers to these questions will be combined with other stakeholders to generate larger observations and specific concepts and ideas that will effectuate a new community vision and public commitment to integrate these new revitalization goals within the City’s economic strategy.

QUESTIONS

1. ***What are your observations concerning the Revitalization Area?***
 - Neighborhood history, cohesion, traditions, shopping habits, etc.
 - Public Improvements
 - Condition of residential, commercial, industrial buildings
 - Key properties and assets
 - Environmental conditions
 - Transportation – motor vehicle volume, pedestrian volume, trains
 - Crime
2. ***Tell us about any properties you may own or manage, or properties you have knowledge of. What are the short term and long term goals for the properties?***
3. ***Are the needs of current and future Revitalization Area residents currently being met by the physical facilities, businesses, public-service facilities, etc. present there?***
4. ***What are your impressions regarding the health of businesses in the Revitalization Area? What could be done to make the Revitalization Area business community more successful?***
5. ***Please share with us any other information that could be relevant to planning for the Old Town Avondale Revitalization Area.***

Table 1-6 - SWOT Analysis of Old Town Revitalization Area

STRENGTHS	WEAKNESS
<ul style="list-style-type: none"> ○ Avondale is an up and coming place where retail and office users can move in and still get a bargain. ○ Long term property owners and residents ○ Stakeholder interest in preserving buildings ○ Municipal investments – New Old Town Library, ○ Fire and police substation, landscaping and streetscaping of Western Ave, etc. ○ Visible market interest through new residential and commercial – Tres Rios, etc. ○ Dysart Corridor reflects a strong light industrial base and provides local employment ○ American Legion – strong regional membership ○ New restaurants along Central Ave Corridor ○ Strong School & Church Presence in study area ○ Parks & Public Spaces – support residential ○ Dysart Road - good area for small business growth. ○ Residents Care about area – asset in re-branding ○ City’s data and mapping capability ○ Strong Sense of City history and culture ○ Changing demographics – double-edged sword ○ City owns several strategic parcels in study area. ○ School District: master plan Michael Anderson land ○ PIR interest in stronger relationship with city ○ Widespread Stakeholder support for Western Avenue ○ Rose Terrace a positive residential low income development ○ Crime free multi housing program a good resource ○ Interest in city façade improvement program ○ Interest in city Crime Prevention Through Environmental Design CPTED program ○ Interest in Barrio Café/Tradiciones restaurant uses in OT area ○ Interest by property owners in redevelopment ○ Interest in knowing how to redevelop property by owners ○ Local artists — including Anthony Velazquez ○ Art on trains program in Dessie Lorenz Park was very positive ○ School district has major property throughout Revitalization Area 	<ul style="list-style-type: none"> ○ OTAB area perceived as high crime area ○ Census economic demographics show relatively weak local buying power ○ Schools perceived as underperforming. ○ Design Guidelines – no strong stakeholder support. ○ Incompatible land uses ○ Poorly maintained/vacant buildings ○ Conflicting Zoning – N & S. of Main Street ○ OTAB Height & Housing Density – limited ○ Weak presence of non-profit support entities for skills enhancement of smaller, independent retailers. ○ OTAB Boundary Area – criteria should be re-visited ○ Business District Guidelines – no coherent design strategy or overall unifying architectural elements ○ Absence of business advocacy group ○ Deconcini Park Area – 61% renter occupied levels ○ Suggest weak retail market to outside builders ○ Absence of property owner rehab efforts on Main St ○ Dessie Lorenz Park – negative impact on retailers ○ Signage visibility for individual businesses is weak ○ Absence of joint marketing efforts by businesses ○ Absence of vertically integrated mixed use projects ○ <u>See Attachment 0-4 for Monthly Crime Data</u> ○ Crime in multi housing, trailers ○ Citywide shortage of Section 8 vouchers Poorly maintained/vacant buildings ○ 1st impression of Van Buren/Dysart is Goodwill/Food City. That doesn’t set a new tone. ○ No joint marketing efforts by businesses ○ Expense of traffic engineering study for development of OT parcels ○ Turnover of restaurants along Western ○ History and use of Dessie Lorenz Park <ul style="list-style-type: none"> ● Homeless ○ Concern with break ins ○ Concerned with property owners that don’t utilize buildings ○ CDBG/HOME \$ for residential rehab is for minor rehab; up to \$45K per house ○ Signage issues in OT ○ Image, Parking issues at Food City ○ Afterhours activity at Tropicana, blight concerns ○ Crime issues

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> ○ Old Theatre building – has value; possible reuse ○ Bowling Alley – good community asset ○ County Housing Authority - Madison Heights ○ Potential for condos/lofts for young professionals ○ Strengthen creative “reuse” of existing buildings ○ Form based zoning codes contemplated for city ○ New homes along South Dysart help build image ○ Vacant Single Family lots – potential infill sites ○ Goodyear Plans along Western – collaboration ○ PIR – year round event marketing & partnership ○ Expand event programming <ul style="list-style-type: none"> ○ Desire for an armchair theater <ul style="list-style-type: none"> ● Amphitheater with outdoor programming in OT ● Swimming pool ● Theater ○ Opportunity to use vacant plaza at NWC of Central and Western Avenues as public amenity ○ Potential market for “live-work” spaces ○ Vacation Ownership – housing product type ○ Boutique market area within City ○ Turn ethnic demographic growth into asset ○ Old City Hall – good site for creative reuse ○ Need to exert good design on single-family vacant infill lots dispersed throughout residential areas ○ Expand Crime Prevention Through Environmental Design (CPTED) program utilization ○ Art show ○ Relocation needs for heavy industrial users along MC-85 ○ There is an opportunity for a RV park in Avondale ○ Opportunities at Avondale Elementary School District with adobe school district office, historic Michael Anderson gym ○ Opportunity for conference/reception center ○ Farmers market ○ School district bldg is opportunity when new district office built ○ Can plaques or some public art build on the history and uniqueness of OT Avondale ○ Vendors outside Raul and Teresas ○ Request for higher end grocery/convenience market ○ Keep Old West Look, tie in with Billy Moore Heritage Days ○ Antique Car Show with PIR tie in ○ Want Kokopelli winery ○ Want antiques district, tea room, hotel, bank ○ OT Avondale is in a low income census tract area – good for nonprofit residential development ○ American Legion property potential for assemblage ○ PIR racecar during school 	<ul style="list-style-type: none"> ○ Old City Hall – has limited window for rehab ○ Mobile Homes Parks – reflect blight and crime activity ○ Social Service Needs high in general area ○ Main Street/MC-85 <ul style="list-style-type: none"> ● County road widening could disrupt and destabilized retail businesses ● Dysart road ingress and egress is difficult onto MC-85 ● Pedestrians are not safe on MC-85 ● Pedestrians need safer access to MC-85 at Dysart and 4th Street ○ Building rehab - challenges <ul style="list-style-type: none"> ● Costs of building rehab – prohibit reuse ● Little demand for houses south of Western ● Major rehab of residential not possible ○ Older residential parcels – code issues/vehicles, etc. ○ Major variance in architectural design approaches ○ Mobile Homes deteriorating within existing parks ○ Funding for façade improvements, incentives is limited ○ Absence of on-going business training for owners and managers ○ Older single family housing stock – poor condition ○ New Avondale Residents – poor opinion of OT area ○ Liquor Store on Western – pedestrian safety concerns ○ Stakeholder expectations for new revitalization plan based on skeptical experiences ○ Developers have felt like the city was against them in the process ○ Dysart frontage with mobile home parks is a detriment to future development ○ High planning staff turnover makes development difficult. ○ Everyone in the development community has tightened their belts in the last 6-12 months ○ Code issues/vehicles/blight in residential uses ○ Challenges in leasing older buildings (sprinklers, etc) ○ Vendor permit process too cumbersome ○ Challenge of church, school proximity for liquor sales ○ City withdrawal from Old Town in building new City Hall ○ Local businesses need technical assistance

CRITICAL FACTORS

- Are there implications of revitalization plan regarding incentives for development?
- Challenges of larger development along Dysart near public housing
- Addressing blight: industrial buildings near mobile home parks near new retail
- Who is this revitalization effort aimed at? Local residents of Old Town or newer Avondale residents
- How do Avondale's commercial infill incentives compare with other West Side Cities?
- How will planned expansion of MC-85 impact local businesses along that street?

BRAINSTORMING (Ideas to help mitigate threats and provide solutions)

- Improvements for trailer parks:
 - Code enforcement
 - MHP certification by managers of mobile home park
 - Ordinance treating rentals as business
- Revitalization should start from the northern boundary of the area. South exit at Dysart, Litchfield, Avondale need gateway
- Request for advocate in pre-app/planning meetings, to force city departments to work together and not throw a monkey wrench in the process by stating at the end the department requirements
- Legitimately allowing developers to intensify use (minimum density/height restrictions)
- Expand community involvement focus beyond CEBDAC group as decision maker
- Focus on Western Avenue

DISCUSSION

- Inclusive programming for Hispanic and other residents
- People want a sense of history and culture in 01
- Former City Finance Building use (MCDOT highway construction field office, focused on I-10 widening project)
- Transitional uses
- Firearms/auction use in Old Town Avondale

STAKEHOLDERS

A list of the stakeholder participants is found on Appendix C.



POLICY ANALYSIS

POLICY ANALYSIS

Land Use Policies

A critical step in the formulation of a revitalization plan requires examination of the extent to which adopted planning policies and regulatory ordinances contribute toward effectuating the goals and objectives of the revitalization strategy. Changes in the City's primary economic strategies, often in response to regional and unforeseen market forces, the direct and indirect impacts of growth patterns on transportation and traffic circulation systems, injection in the area of major retail/mixed-use projects, and comparable "determinative factors" may work together to make existing policies either obsolete or unaligned with present day demands of specific retail market areas.

At this early stage of analysis, this existing conditions report is intended to provide a preliminary and summary analysis of the scope and nature of potential policy issues affecting the Old Town Avondale Revitalization Area. As this study progresses, these policy observations will be re-evaluated and reconciled with issues, goals and recommendations that emerge from the City Council Visioning Workshop, Planning Commission briefing, continued input and guidance from the Technical Advisory Committee, stakeholder input and the community charrette/design and civic engagement process that are key components of the conceptual design process.

General Plan

A major objective of this revitalization plan is to ensure the revitalization and economic development goals within the specific confines and boundaries of the Old Town Avondale Revitalization Area are both consistent with and an integral part of the city's Economic Development Plan. Concomitantly, the revitalization plan will further various goals and objectives of the City's General Plan. At this stage, it appears the general framework, priorities and proposed focus of the revitalization plan is clearly consistent with the goals, policies and objectives reflected in the City's General Plan as they relate to the Old Town Avondale Revitalization Area.

For instance, the preservation of existing buildings that effectively represent a page in the city's history, rehabilitation of substandard housing, the goal of continued development of unique areas of the city, etc., are examples of primary General Plan objectives affecting the revitalization area. To illustrate consistency, it's helpful to highlight some policy goals and Plan elements as a background for this analysis.

Land Use Theme; Land Use Element (General Plan, Page 19)

The Land Use Element contains as a major goal "Maintain a demographically and culturally diverse sustainable community that celebrates culture." Significantly, the first objective in that effort is to "Preserve the vitality of existing neighborhoods. This revitalization plan is consistent the Land Use Element regarding neighborhood preservation in that it: "encourages rehabilitation of older neighborhoods;" "continues to promote the rehabilitation of substandard housing," "continues city revitalization

efforts and programs,” and “encourages the development of unique areas of the city,” (policies 1-4).

Neighborhoods Theme; Conservation, Redevelopment, and Rehabilitation Element. (General Plan, Page 49)

The Neighborhoods Theme element has two parts: the Housing Element and Conservation, Redevelopment, and Rehabilitation Element. In relevant part, the plan states, “The purpose of this element is to identify measures that can be taken to protect existing neighborhoods from deterioration.” (pg 49). The distinct purpose of this element speaks to three retail corridors in the revitalization area, namely:

- **Old Town Avondale.**

Encompassing Western Avenue east from Central Avenue to Dysart Road since modified to reflect existing boundary areas. The plan notes, “There is substantial community support for Old Town Avondale revitalization because it represents the community’s “heart.”

- **Gateway.**

The plan references, in part, “Dysart Road from Van Buren Street to Western Avenue,” as part of a corridor that can contribute to a gateway for the city.” The General Plan also states, “The primary planning issues in this target area are improving the physical appearance of the corridor, opportunities for infill development, and the relationship of the corridor with adjoining neighborhoods.”

- **Main Street.**

As defined in this element, “This target area encompasses both sides of Main Street from Litchfield Road to the Agua Fria River;” identified “...as a target area to address its relationship with adjoining neighborhoods, the condition of buildings, properties, and the overall appearance of the corridor.”

Simply put, the scope and focus of the revitalization plan is substantively consistent with the goals, objectives and strategies reflected in overall General Plan policies and specific objectives and strategies adopted by the Council and related to a comprehensive and targeted strategy for the Old Town Avondale Revitalization Area. In the context of existing conditions, the revitalization plan is in line with General Plan Policy.

Zoning Ordinance

The preliminary issues and questions related to zoning as existing policies (see Attachment 0-2) are applied to the revitalization area centers on the degree that existing policies – that is, relative to A-1 industrial, C-2 Commercial, and the OTAB Overlay District – respect and respond to distinct land use patterns and uses evidenced along adjacent retail corridors and the extent to which zoning districts, in and of themselves, may warrant refinement given prospect of incompatibility issues between two otherwise allowable uses. We should deal first with the application of existing zoning in retail corridors.

Main Street Corridor

An issue raised by the study's Technical Advisory Committee was the apparent conflict resulting from the parcels situated on the north side of Main Street being zoned for A-1 Industrial Uses, while parcels situated along the same retail corridor on the South side of Main Street were zoned C-2 Commercial.

Equity among adjacent retailers notwithstanding, fundamental and primary differences in the scope and nature of uses permitted within each particular zoning designations warrants serious review. For instance, Sec. 302 of the Zoning Code states C-2 is "*intended to accommodate development of commercial complexes providing goods and services to a community-wide trade area.*" While a Conditional Use Process allows some expansion of uses deemed compatible with general retail, the scale of uses is essentially limited in nature.

In contrast, the A-1 Industrial Zone, Zoning Code, Sec 401, Purpose, states that the A-1 district's purpose is "*to accommodate warehousing, wholesaling, and manufacturing of an intensive nature involving open uses and/or storage, large-scale structures, etc.*" By its nature, this type of designation is expansion. For instance, permitted uses include heavy equipment garages, dispatching and weigh stations, and contractor's facilities, among other uses. These operations specifically rely upon large transportation vehicles, i.e. semis, belly dumpsters, etc., that often conflict with retail traffic. Moreover, a Conditional Use Permit under the A-1 zone allows consideration of relatively intrusive uses within retail commercial corridors, like, meat-packing and slaughter houses, auto salvage and wrecking yards, septic tank services, and so forth.

The consulting team will explore with city staff, stakeholders, and residents during the civic engagement processes, various land use options to address the zoning conflict along this major commercial corridor.

Dysart Corridor

A significant portion of underdeveloped and vacant land within the Dysart commercial corridor along the east side of Dysart, between Riley Drive and the Rail Road tracks, is zoned A-1 Industrial. It's within reason that future project development of some allowable uses under the A-1 zoning, especially with access to a Conditional Use Permit process, could conflict dramatically with future and existing retail-oriented uses along the West Side of Dysart Road.

Clearly, planning staff would exert caution in review of any potential land use conflict in the Dysart Road area and relative to other retail corridors within the revitalization area. Still, it's worth noting that land use patterns – and, by extension, allowable land uses within distinct zoning districts, are raising underlying compatibility questions that bear serious thought in light of intensification of commercial uses and the further build-out of vacant lands along major commercial corridors within the revitalization area.

OTAB Overlay District

Zoning policies, including regulatory ordinances, which are expressly designed to support revitalization of older, downtown areas and promote creation of a distinct and marketable

“shopping experience”, should help to frame compatibility in the context of “permitted uses” with an appropriate balance relative to private sector and market driven decision-making processes. Simply stated, the general spectrum of permitted uses currently allowed under the OTAB Overlay Zone is in line with revitalization goals and strategies as envisioned in this plan. That said, a related and Old Town Avondale question is the extent of substantive compatibility between the allowable uses in the overlay zone and the attendant development standards required to effectuate those uses, given a market-driven need to formulate competitive project scenarios that distinctly rely upon a greater, though appropriate, intensification of land uses in the OTAB zone. A few areas for initial discussion in this regard are as follows:

- **Vertically integrated mixed-use projects.** Aside from scale and massing of a specific project, to what extent do the city’s current, or pending, residential design guidelines address the need for private open space, i.e. balconies, patios, etc., within a much more urbanized housing development scenario? Zoning, both with respect to allowable densities and definition of compatible uses, sets the general criteria relative to design objectives and also frames application of specific development standards.
- **Unifying Architectural Elements.** Land use elements and policies are a significant element for creating a unique and definable market area of historic districts, village core areas, etc., that are key to help define *“how a particular use”* is integrated into a revitalization area as part of a determination of zoning compatibility. This speaks to the integration of “development criteria” as a desired goal in the processing and review of otherwise permitted uses within an objective of supporting unifying architectural treatments, elements, strategies, on a project-by-project basis.

To be clear, the OTAB zone should strive to establish the first line of review with respect to architectural design criteria in the absence of architectural design review boards, or planning commission review of permitted uses within the Zone. As this study moves forward, particularly in discussions related to Western Avenue, we will address and respond to issues related to *“zoning, design guidelines and project development standards”* to help ensure the overlay zone’s intent relative to revitalization of the city’s old, downtown market area.

Development Policies and Procedures

The principal focus with respect to development policies relates to the three zoning districts which collectively exert the greatest jurisdictional control over land use matters within the revitalization area – A-1 Industrial Zoning, C-2 Commercial, and the OTAB Overlay Zone. It is anticipated that potential policy conflicts relative to revitalization objectives will be more clearly defined as a measurable outcome of the conceptual site design scenarios during the community charrette process. Nonetheless, at this stage several issues have arisen that will be considered in further detail:

A-1 Industrial Zone

The existing development standards have provided an effective policy framework for expansion of a major industrial and employment base for local residents. In fact, the design quality of

industrial projects appears to significantly exceed traditional design approach for light industrial uses, outside a corporate park development. The quality of design has served to further reinforce market interest and the A-1 zone is sufficiently flexible in its application to respond to site specific concerns related to compatibility with adjacent uses.

C-2 Commercial Zoning

The existing retail and commercial mix of uses within the C-2 zone in the revitalization area reflect the community's need for basic, neighborhood-serving retail services. Some existing retail uses have simply not required city development approvals and those properties suffer from varying degrees of neglect and limited landscape and related site improvements. The zoning itself, however, is not the determinative factor with respect to existing conditions within the revitalization area and specifically along the Main Street Corridor.

The visible land use patterns along the Main Street Corridor appear to perpetuate the continued operation of dilapidated buildings and new retail businesses have little leverage to require landlord improvements on structures that are nearing, or have surpassed, their economic life. Real estate that should be subject to property management, i.e. active investment, effectively becomes a passive investment that effectively discourages and deters future unrelated investment in the immediate area. The need to explore a more aggressive and educational code enforcement effort with respect to existing retail uses and buildings within this corridor is a prime concern.

OTAB Overlay Zone

The Old Town Business Center, nearing completion, is likely the most recent commercial development within this business corridor in some time. That project responds well to the need to respect Western Avenue frontage and provide parking that neither intrudes upon nor detrimentally affects adjacent uses. The OT Overlay Zone provides for a variety of permitted uses intended to allow for the evolution of this retail corridor as a shopping/dining/service market area.

It is anticipated that development issues, standards, conditions, processes, etc. emanating from permitted uses within the OTAB Overlay Zone will surface during exploration of a significantly more intensified development scenario on these parcels. Accordingly, we propose to document these issues, as they arise, and seek TAC and departmental guidance, with regard to emerging development issues in this corridor.

Parking, Site Design, Development Standards

Within the three distinct zoning districts at play within the revitalization study area, the site design and development elements addressing “parking, plan layout, and applicable development standards” are relatively well-settled. One potential area of interest was noted earlier relative to the nature of the city's application of industrial site development standards, (A-1), regarding building heights, setbacks, etc. for office and administrative uses allowed under the Commerce Park designation and permitted under the A-1 zone. That aside, it's anticipated that significant and very basic issues

related to these design development elements will emerge during the conceptual site design charrettes and will revolve around two fundamental questions.

OTAB Overlay Zone.

The revitalization plan approach proposes to use a civic education and design engagement process based on the idea of “reverse engineering, that is, to engage stakeholders and area residents and businesses in helping shape, through a charrette process, the scale, massing and development components required to essentially develop over-reaching architectural themes and acceptable design scenarios that capture and reflect their vision for certain opportunity sites within the revitalization area. As noted earlier in reference to development standards, one key purpose of the design exercises is to define acceptable development intensities and then weigh the relevant design and development criteria against existing policies.

Main Street Corridor.

As with the Western Avenue-OTAB Overlay Zone exercise with regard to conceptual site design, Stardust will employ a similar process at the intersection of S. 4th Street and Main Street. One critical result of this charrette will be to flesh out options and alternative design approaches that respond to two retail corridor revitalization objectives: first, to scope out interim site development and building façade improvements to enhance existing retail uses; and secondly, to frame a highest and best use scenario consistent with identified neighborhood needs.

As with the OTAB area, we anticipate that parking, site development and design issues and preferred approaches will evolve requiring a re-visiting of standards and approval processes for new and substantial rehab projects within this corridor. The goal is to flesh out policy and regulatory obstacles to good design through a process that employs all the sequential steps that a development project would ordinarily undertake in the course of seeking land use entitlements. Hence, this process will either confirm existing policies or suggest alternatives to directly enhance development standards within the distinct Main Street Corridor.

Permitted and Allowable Uses

The OTAB Overlay Zone is the primary land use document that may be the subject of broad-based stakeholder and citizen-design discussions with respect to several distinct plan objectives that have a direct relationship to the question of “permitted and allowable uses” within a distinct zoning district. The distinction with regard to industrial and commercial zones is a simple one, yet infinitely important in terms of the critical components for creating a definable shopping district. For instance, industrial uses along Dysart Road and to some extent along the North side of Main Street may pose general compatibility issues as this relates to physical intrusion or operational conflict of two distinctly independent uses within a specific corridor.

Similarly, the relationships between permitted *auto-dependent* retail, *i.e. tire shop, mechanics, etc.*, juxtaposed against and adjacent to an *auto-related* retail operation, *i.e. Circle K, grocery store*, similar to the industrial use analysis, meaning each use can be independent yet should be compatible with its neighboring use. In contrast, the issue with respect to permitted uses within the OTAB Overlay Zone raises entirely different thresholds for compatibility.

Specifically, Western Avenue and those parcels and uses situated within the overlay zone are less dependent on traffic visibility, impulse purchasing, or pursuit of an “impulse consumer.” In other words, consumers and shoppers make a conscious decision to either walk or drive to that principal location or market area. Moreover, they generally do so with the idea of patronizing more than one retail use. Compatibility, therefore, involves physical and operational relationships between adjacent retail uses within the overlay zone, in addition to at least a desired compatibility relative to the nature of the use itself. For instance, a series of similar restaurants along Main Street is not an issue, whereas on Western Avenue having different types of food offered by each retail restaurant is the nucleus of a destination retail shopping district.

Revitalization Strategies

The revitalization strategies framing the direction and focus of this plan reflect the major policies adopted by the City Council in its June 17th, 2002, adoption of the General Plan. Subsequent policy and study determinations have mirrored and worked to further those primary policy goals. The consultant team has often characterized the underlying focus of the revitalization plan as being “*preservation oriented*.” To a large extent, a significant portion of stakeholders has reinforced this theme.

Specifically, with respect to a land use policy context, the Neighborhoods Theme; Conservation, Redevelopment, and Rehabilitation Element, identified several planning issues, the most significant of which were reflected in delineation of specific element Goals, Objective and Policies. Two key directions were:

- *The character and integrity of Avondale’s downtown neighborhoods need to be maintained as the downtown develops; {This is one policy basis for the primary component of the revitalization plan focus being on strategies that include preservation of significant, older and single family housing stock in the area. }*
- *The small-town feel of the downtown area should be preserved to define Avondale’s sense of place. {This is one policy basis for a primary component of the revitalization plan including strategies for preservation and creative re-use of existing retail and commercial buildings within the older retail districts. }*

Consistent with those policy goals, the Neighborhoods Theme element states a need to “maintain and protect the character of established residential neighborhoods.” (Goal 1; Pg 50) and to “Preserve the small-town feel of the Avondale Business Core.” (Goal 2; pg 50). Various stakeholders among non-retail entities along Western Avenue have acknowledged the importance of creating a more compatible “core base” of commercial uses within this corridor.

With respect to land use policy, it’s instructive that policy objectives within the Neighborhood Theme element recognized the city’s interest to “*participate in the relocation of existing businesses from the Avondale Business core that may not be pedestrian friendly, contribute to the streetscape, or have impacts not compatible with the Avondale Redevelopment Implementation Plan to more appropriate locations within the City.*” This proposed plan acknowledges this policy objective in terms of constructively exploring land use options for non-retail users in the area.

Infill Policies and Procedures

To date, infill policies and procedures of the Revitalization Plan's evolution have related to Avondale's adopted Commercial and Residential Infill Incentive Plans, Sec. 19, City Zoning Code, Articles IV and V, respectively. The application of these two programs can potentially be a significant tool in the city's arsenal for strategic project development within several of the distinct commercial corridors in the study area. Both plans may warrant some modification with respect to definitions of eligibility and the application of the policy within a broader scope of the revitalization area. As part of this existing conditions report, an important consideration is recognition of the Purpose (19-63), *commercial*, and (19-83), *residential*, for both programs, namely:

“...to encourage, through reduced fees and other incentives, development of commercial uses in areas of the city which are vacant or otherwise underutilized, and which exhibit some of the following characteristics:

- There is a larger number of vacant, older or dilapidated buildings or structures;
- There is a large number of vacant or underused parcels of property, obsolete or inappropriate lot or parcel sizes or environmentally contaminates sites;
- There is a large number of buildings or other places where nuisances exist or occur;
- There is an absence of development and investment activity compared to other areas in the city; and,
- There is a continuing decline in population.

There are several commercial corridors in the revitalization area, i.e. Main Street and Western Avenues, where the programs' purpose is directly in line with existing economic and land use conditions. Two preliminary observations with respect to these two programs are: (a) the residential program limits projects to less than one-acre in size, without regard to a project's market location; and (b) the Main Street corridor is currently not eligible under the commercial program criteria.

Traffic and Circulation Patterns

Annual Average Daily Traffic numbers are shown on Attachment 0-3. Traffic circulation in Old Town is complicated by the Union Pacific rail line that parallels Main Street, and the intersection of Western Avenue with Dysart close to the intersection of Dysart and Main. The widening of Main Street (see above) will make crossing the street more difficult for pedestrians. Traffic is likely to continue to increase on Main Street whether or not it is widened. Circulation will be improved in the area by the extension of Dysart to Lower Buckeye (see above), and other street enhancements as noted above.

Economic Development Plan

According to the City's Economic Development Plan, "A vibrant and interesting downtown plays a critical role in the overall quality of life for the City and the surrounding neighborhoods." The Plan notes that Old Town Avondale currently lacks a clearly defined focus and niche, and has other functional challenges, but that the City's decision to take a more holistic approach to Old Town opens the door to potential benefits from a comprehensive approach to infill policies, facility development and other improvements. The Plan includes a strategy to "prepare and adopt a specific plan and implementation program for Old Town Avondale."

Other relevant topics in the report deal with concepts of capitalizing on PIR and the motor sports industry, which could be important for Old Town as a source of patrons as well as job development, promoting the City as a tourist destination, and supporting the development of small businesses.

REFERENCES: City of Avondale Capital Improvement Plan, Fiscal Years 2008-20 17 City of Avondale Economic Development Strategic Plan, ESI Corporation, June 2006.

Housing Policies and Programs

The 2002 General Plan update was, in part, a response to the State's Smart Growth and Smart Growth Plus legislative mandates. Among other things, these statutes required a revisiting by local municipalities of policies to ensure a greater mix of housing opportunities and increased attention to strategic housing infill. In that context, a major General Plan Goal was to "encourage development patterns that use land in an efficient and sustainable manner." In adopting that goal, the city recognized that "development of vacant parcels in developed areas can contribute to the efficient use of infrastructure and neighborhood stability," as stated in the policy objective.

The Housing Element, (pg 45) acknowledged the critical role of Neighborhood Housing Services (NHS), Habitat for Humanity, and Mercy Housing, among others, in providing housing rehabilitation, new construction and affordable housing for both new home buyers and senior citizens in the revitalization area. It is anticipated that strategic partnerships and expansion, if feasible, of these types of services will be a main component in the implementation strategy of the revitalization plan.

The planning issues identified in the Housing Element have generally been echoed by revitalization plan stakeholders – that is, "existing neighborhoods that currently provide affordable housing should be maintained and updated." One of the primary goals in that element is to "***preserve, enhance, and expand the existing housing stock to provide a range of safe and sanitary housing opportunities for all Avondale residents.***" In many respects, therefore, an examination of housing policies and programs of revitalization plan is centered on two points: one, the preservation of existing residential housing stock; and two, the strategic development of housing infill projects, including mixed-use developments, within the commercial corridors of the revitalization plan area.

Responding to a city-wide need for expanded housing opportunities includes a serious examination

of the extent to which housing development strategies within the revitalization area can address larger housing issues. Housing can, and with this revitalization plan should readily serve as a critical economic development tool in terms of a growing labor force, and as part of the basic economic infrastructure for enhancing the financial feasibility of retail projects such as mixed-use and infill deals.

For instance, the potential for creating first-time homebuyer, and younger market oriented housing, like *lofts, 1-2 bedroom condo projects, etc.*, within areas like the Western Avenue historic district, could potentially assist in recruitment of badly needed police and fire fighters, teachers, and medical personnel like nurses, lab techs, etc., within the area's medical industry. In addition to that general observation, the plan's analysis with respect to housing will initially focus on three areas noted in the policy objectives within the Housing Element of the updated 2002 General Plan:

- Investigate opportunities to provide low interest loans to fund housing rehabilitation to meet city codes;
- Consider incentives or higher density residential housing adjoining downtown.
- Encourage safe housing, neighborhoods, and buildings that are free from blight, including the enforcement of city building codes.

Historic Preservation Policies and Programs

The General Plan codified the broad nature of resident and business support within the Avondale community for preservation of existing neighborhood areas and buildings reflective of the city's history and cultural legacy. The City does not appear to have a defined nucleus, or historic district, of architecturally significant structures as defined by the Secretary of the Interior or State Architect's Office. The historical significance of areas, natural resources, distinct communities and historic locations reflective of various periods in the City's growth are equally important in terms of historic preservation efforts.

Capital Improvement Plan

Transportation Plans

Dysart Road, connection to Lower Buckeye

Dysart Road, which currently becomes a "no outlet" local street south of Western, will be expanded into a collector street and extended south from Harrison Street as a four-lane road, to intersect with Lower Buckeye. This project is scheduled to be done in 2008, in the July 2007 MAG Transportation Improvement Program and the City's CIP (scheduled for 2008-2009). The project includes extending Dysart Road southernly into Festival Fields Park. Improvements include curb & gutter, and a 12-inch water line.

Dysart - Main to Riley Improvements

This project (2007-2008) will provide renovation to Dysart Road from Main Street

to Riley Drive. The renovation will include drainage improvements including a new storm drain and multiple catch basins.

Van Buren at Dysart - Intersection Improvements

This project (2007-2008) will improve the level of service at the Dysart Road and Van Buren Street intersection by constructing a dual left turn lane for eastbound to northbound traffic.

4th St. Lower Buckeye to Western Reconstruct

This project (2007-2008) will provide complete reconstruction of the 4th Street pavement from Lower Buckeye Road to Western Avenue, and will also include significant drainage improvements including a new storm drain and multiple catch basins. Right-of-way will be purchased for the retention basins

CDBG Street and Sidewalk Improvements

This project (2007-2017) is bounded by 4th Street on the west, 7th Street on the east, Harrison Drive on the south and Main Street on the north. Improvements consist of a complete reconstruction of the pavement and sidewalks where necessary, and include removing and replacing water and sewer services where applicable to bring them to current standards.

Central Avenue

Project (2008-2010) will rehab Central Avenue from Western Avenue to Van Buren Street.

Traffic Signals: Central and Lower Buckeye (2007-2008); 4th Street and Van Buren (2009-2011); Dysart Road and Lower Buckeye Road (2013-2017).

MC-85

MC 85, Main Street, is planned for widening to a six-lane divided street. According to the approved plans, the additional width required for the added lanes, although minimized by the design configuration, will result in loss of frontage for some properties along the north side of Main.

The timing of this project is uncertain. While the project is proceeding on portions of the road the east of Avondale, at the present time no work is scheduled for the Avondale sections in the 5-year capital improvement program for county roadways. According to a MCDOT contact,¹⁰ the county is finding that, generally, right of way cost is far exceeding budgeted amounts, and consequently road construction projects tend to fall behind schedule. When the road does get improved, the County's funding will generally cover only the "bare bones" of the widening, with no sidewalks, bus stops, street lights, curbs and gutters or pedestrian/bike improvements, unless the City chooses to add such features and pay for them

The (preliminary) implications of this project for revitalization efforts are the following:

¹⁰ Tom Larson, MCDOT, in conversations with Ruth Clark, City of Avondale.

- Revitalization planning involving the north side of Main must recognize the limitations of the status of the project. That is, property owners will doubtless be discouraged from investing in properties (or business that depend on those properties) that could be compromised by the widening.
- The already shallow lots on the north side of Main will be more difficult to use or to re-purpose for any economic activity.
- The widened road will result in increased traffic on Main, which represents both an opportunity for transportation-related businesses, and a challenge for mitigating the relative isolation of the Mountain View Park neighborhood.

Utilities

Central Ave Sewer Line - Hill to Van Buren

This project replaces the 8" main on Central Avenue from Van Buren Street to Hill Drive with 10" or 12" pipe, and will be done in conjunction with the road improvement listed above.

Central Ave - Lower Buckeye to Western

Complete waterline improvements on Central from Lower Buckeye to Western (2007-2008).

Dysart Rd - Van Buren to Western Water Line Improvements (2007-2008)

Done in conjunction with the street project, this water project consists of replacing the existing six-inch water line in Dysart Road with 5,700 linear feet of 12-inch water line from Van Buren Street to Western Avenue.

South Avondale Water Improvements (2007-2017)

This provides funding for miscellaneous water projects throughout South Avondale. Projects typically include replacement of obsolete and deteriorated water lines, relocation to eliminate other construction conflicts, and water valve and meter upgrades.

4th Street - Lower Buckeye to Western (2007-2009)

In conjunction with the street project, this water project would consist of replacing the existing six-inch water line in 4th Street with 4,700 linear feet of 12-inch water line from Lower Buckeye Road to Main Street (MC85).

Parks and Trails

West Valley Corridor/Multi-Modal Trail System

This project (2007-2017) is a phased implementation of recreational trails and improvements throughout the West Valley Recreation Corridor. A multimodal trail

system will be developed to provide connectivity along the Agua Fría River, with a trail head planned at Coldwater Park, and with street access at Van Buren Street. The West Valley Recreation Corridor is a 70+ mile multi-modal, non-motorized corridor connecting residential areas, parks, schools, recreation and commerce within and around the project site – the Agua Fría River and New River, within Maricopa County.¹¹

Coldwater Park Improvements (2007-2009)

Existing ball fields will be converted to a passive trailhead as part of the West Valley Recreation Corridor project. Site amenities may include benches, ramadas, lighting and restroom facilities. Ball fields are being relocated to Festival Fields Park.

El Rio Nature Area

Project (2010-2017) will develop a plan for nature interpretive and passive recreation around the confluence of the Gila, Salt, and Agua Fría Rivers.

Agua Fría Restoration

This project (2007-2009) includes planning, design and development to restore riparian habitat and native resources along the Agua Fría River. This specific project will be a component of the West Valley Recreation Corridor. Improvements will include passive recreation, trails, observation platforms, landscaping and signage.

Facilities

New Old Town Library

Construction of a new 12,500 square foot library on Fifth Street and Western Avenue to service the old town Avondale area. Groundbreaking ceremony held Oct. 10, 2007.

Municipal Operations Center

Construction is complete on the Operation and Maintenance building at Fourth Street and Lower Buckeye for the Utilities, Field Operations and Parks departments. Future expansion will be required to meet growth demands.

¹¹ <http://www.friendsofwvrc.org/>



APPENDIX B

Old Town Avondale Revitalization Plan

Appendix B: Conceptual Pro Forma for a Mixed Use Project at Western & Dysart



Prepared for the City of Avondale
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Executive Summary

These financial materials present our estimates of revenue and expenses associated with redevelopment of several high priority sites located in Old Town Avondale (OTA), Arizona. This work has been undertaken on behalf of the City of Avondale's prime contractor, Silicon Valley Advisors (SVA). SVA in turn engaged the Arizona State University Stardust Center for Affordable Homes and the Family for conceptual project and urban design services. As a result of this team effort, which was directed by Avondale City staff, the mix of housing, retail/office and institutional uses was delineated. It was then our job to ascertain financial feasibility through development of a financial proforma(s). These materials are intended for use by the City to engage private property owners and developers in a conversation leading to eventual project development.

These materials are based on cost and revenue assumptions that are fully explained in the tables provided. These assumptions include financing, construction/demolition and the cost of land in Avondale.

The following conclusions can be made from the attached materials:

Conclusions:

- 1) The Return on Equity of 100% is, by itself, insufficient to attract private developers to the project. An investment of \$2.4 million is projected to net about the same sum in return, for several years of work. Most developers will find this return on equity unsatisfactory. However, City policies and actions as outlined below can offset this.
- 2) The return on cost of 7% is marginally attractive to interest private developers to the project/area. Many developers will look at 7% returns on the low end of their expectations and will be looking in the 9-13% range of return on cost to warrant their risk and time. Again, however, City policies and actions as outlined below can offset this condition.
- 3) The total development cost of approximately \$ 29 million (about \$ 20 million in construction costs plus land, impact fees, architecture, engineering and other "soft" costs) is reasonable and appropriate for the range of intended urban uses on the subject sites. A development which is less urban, even though it would be less costly, will lack the "gateway" feel and impact that is desired to catalyze development in Old Town Avondale.
- 4) The mezzanine financing amount of \$2.4 million will be costly to attract to an unproven market. Recognizing the turmoil in the national equity markets, some city involvement will be necessary to attract investment capital to the area.
- 5) The City of Avondale has the potential to leverage significant development and investment in the OTA area, which could catalyze added investment in the area.

Avondale Policies and Actions can Stimulate interest in the Old Town Area

- 1) The City of Avondale can improve the return on equity/cost for private developers while still being wise stewards of scarce public funds. A few strategies are recommended as follows:
 - a) The City should strongly consider a *leasehold interest* in the city-owned property on Western & Dysart rather than an outright cash sale. This would enable the City of Avondale to attract developers who would not have to carry the land on their books and pay interest on the land during the development process. The leasehold term could coincide with issuance of a Certificate of Occupancy (at the soonest). Alternatives include maintaining a leasehold interest until either the point at which the property reaches stabilized occupancy or for a specific period (5-10 years).

The City's rationale to support the leasehold concept would be twofold: First, the City would catalyze development in the Old Town Avondale, thereby abating further stagnation and disinvestment in the area. Second, the privilege tax benefits to the City warrant consideration of the lease structure because it would otherwise receive nothing in return but the current market rent. Since the City would continue to own the underlying property, the enforceability of a development agreement with a private developer would be greatly enhanced. In addition, the public interest in the real estate would be secured, meaning if the developer were to fail to perform, the real estate would still be in City hands.

- b) The City should also consider *offsets* to the development costs of the project, which would reduce the cash outlay by the developer and increase their profit return. Potential offsets include City waivers of impact fees or deferral of impact fee collections until the property was in positive cash flow.
 - c) The City of Avondale could *underwrite the costs of public infrastructure* necessary to support the development including; sidewalks, street and parking as well as sanitary sewer, water and drainage improvements. These necessary improvements could be funded through municipal bond financing, a public facility financing district and/or a combination of community development block grant (CDBG) funding. The City also has access to a Section 108 Loan Guarantee which uses the CDBG funds as collateral for a private loan backed by a letter of credit which the developer would need to provide and pay for. City financing of the required parking including mandated public parking for commercial tenants, could be sized to support other properties in the vicinity to help motivate other property owners to improve their land or sell their sites to developers who can mobilize capital for development.
 - d) The City could sell land in its control at below market rates. From the standpoint of a private developer, land acquisition is the key cost variable that will determine whether a project is feasible given that other costs, such as construction, are relatively static by comparison. At Western & Dysart, selling land at prices ranging

from \$7 – \$12 per gross square foot is estimated to result in the following project returns provided that all other assumptions in the attached proforma are constant:

Table 1. Land Acquisition Cost Sensitivities		
\$/GSF	Return on Cost	Return on Equity
\$ 7.00	13%	168%
8.00	12%	154%
9.00	11%	141%
10.00	10%	128%
11.00	8%	114%
12.00	7%	101%

- 2) The City of Avondale can work with other governmental entities as well as private financial intermediaries to help make additional funds available for development. These include but are not limited to the following:
- a) By working with Maricopa County and their Industrial Development Authority, the City of Avondale could establish a plan for revitalization of the area, which could help make tax exempt financing available to project sponsors in the area.
 - b) The New Markets Tax Credit is a federal resource that could be made available through one or more intermediaries to help underwrite the cost of commercial and business development (especially land acquisition and building construction costs) in the area.
 - c) Housing developers who agree to make low cost units available for an extended period of at least 50 years could gain access to Low Income Housing Tax Credits for the 76 multifamily rental units identified in the ASU Stardust site plan of the proposed development.
 - d) Finally, many developers have recently begun turning to the mortgage insurance products offered by delegated underwriters approved by the US Department of Housing and Urban Development, Federal Housing Administration (FHA). The loan terms offered through FHA are quite favorable when compared to current private underwriting standards.

Marketplace Uncertainties and how they Affect Project Feasibility

It is important to note that the assumptions about project feasibility are made at a moment in time when commercial and residential real estate is subject to great uncertainty and change. Given these marketplace realities, it is appropriate to note areas of greatest potential financial variability.

The authors have assumed a financial structure with 80% of total development cost (TDC) covered by first mortgage debt. While this may be a short-term consideration, it is important to note that some lenders are currently underwriting to between 70-80% of TDC,

which is placing greater pressure on developers to increase their equity stake in projects. This reduces lender risk somewhat and it also pushes developers into proven markets that are perceived as more bankable. These underwriting standards are a very recent and emergent situation and not necessarily a trend, so it is not helpful to assume this more conservative underwriting standard at this time. Moreover, this trend can be mitigated somewhat by the City of Avondale as described above.

The value of the underlying land is also an assumption that could vary depending on market realities and City policy. The authors have assumed a price per square foot of \$12.05 (\$525,000/acre) for urban land zoned to accommodate commercial/residential mixed uses. We believe this is a defensible assumption based on market trends throughout the Phoenix/Mesa Metropolitan Area. However, it should be noted that neither time nor budget for this project allowed for a full market study or an appraisal to validate land values. This will necessarily occur as the city and their eventual development partner(s) progress further with project development.

City Leadership is Necessary to Realize the Vision for Old Town Avondale

Despite these uncertainties and variables, urban mixed-use real estate development is enjoying resurgence nationwide and urban markets in Arizona are no exception. Job creation in the metro area is strong. While the inventory of unsold homes for sale in the region is troubling, this development is most probably a 2010-2011 project, therefore not in direct competition with the current unsold inventory. It is an appropriate time for the City to be planning ahead for the inevitable market correction and rebound, which we applaud.

It is also important to note, in conclusion, that the vision for Old Town Avondale will depend upon the *steadfast support of the City elected and appointed officials* as well as creative, determined developers. In this spirit, the highest priority sites are highlighted as a means to stimulate reinvestment in Old Town Avondale.

We would be happy to respond to questions about the attached material.

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Western & Dysart Proforma -Summary

Project Overview

Product Mix	Gross SF
Townhomes	25,500
Live/Work	68,850
Apartments	68,400
Retail	61,300
Total	224,050

Project Returns	
Net Revenue (Sources - Uses)	\$ 4,782,443
Net Profit (Net Revenue - Equity)	2,392,733
Return on Equity	100%
Return on Cost	7%

Sources of Funds

Revenues	
Townhome Sales	\$ 3,315,000
Live/Work Sales	8,950,500
Apartments - Sale of Operations	8,338,886
Retail - Sale of Operations	14,249,753
Subtotal	\$ 34,854,139
Financing	
Developer Equity	\$ 2,389,710
Public Contribution	-
Construction Loan	19,117,681
Mezzanine Loan	2,389,710
Permanent Loan	18,070,911
Subtotal	\$ 41,968,012
Total Sources of Funds	\$ 76,822,150

Use of Funds

Expenses	
Land Acquisition	\$ 3,853,363
Site Preparation/Demolition	198,226
Construction Costs	19,716,025
Soft Costs	3,982,850
Operations During Lease-up	153,510
Impact Fees	788,037
Subtotal	\$ 28,692,011
Financing	
Construction Loan Principal	\$ 19,117,681
Mezzanine Loan Principal	2,389,710
Permanent Loan Principal	18,070,911
Interest and Closing Costs	3,769,396
Subtotal	\$ 43,347,697
Total Uses of Funds	\$ 72,039,708

Product Mix

A. Product Mix	Units (A)	GSF (B)	GSF/Unit (B / A = C)
Townhomes	17	25,500	1,500
Live/Work	51	68,850	1,350
Apartments	76	68,400	900
Retail	3	61,300	20,433
Total	147	224,050	-

B. Parcel Inventory	AC (A)	GSF (B)
City Land	7.34	319,719
Total	7.34	319,719

2. Sources of Revenue

A. Ownership Product Sales	Units (A)	GSF (B)	Efficiency (C)	NSF (B * C = D)	NSF/Unit (D / A = E)	\$/NSF (F)	\$/Unit (E * F = G)	Total Sales (A * G = H)
Townhomes	17	25,500	100%	25,500	1,500	\$ 130	\$ 195,000	\$ 3,315,000
Live/Work	51	68,850	100%	68,850	1,350	\$ 130	\$ 175,500	\$ 8,950,500
Total/Average	68	94,350	100%	94,350	1,388	\$ 130	\$ 180,375	\$ 12,265,500

B. Leased Product Sales	Units (A)	GSF (B)	Efficiency (C)	NSF (B * C = D)	NSF/Unit (D / A = E)	Rent/Yr./NSF (F)	Op. Costs/NSF (F * 15% = G)	Net Rent/NSF (F - G = H)	Vacancy (I)	Total Net Rent (D * H * (1 - I) = J)	Cap Rate (K)	Total Sales (J / K = L)
Apartments	76	68,400	85%	58,140	765	\$ 12.00	\$ 1.80	\$ 10.20	8.60%	\$ 542,028	6.50%	\$ 8,338,886
Retail	3	61,300	100%	61,300	20,433	\$ 20.00	\$ 3.00	\$ 17.00	7.70%	\$ 961,858	6.75%	\$ 14,249,753
Total/Average		129,700	92%	119,440		\$ 15.78	\$ 2.37	\$ 13.41	8.17%	\$ 1,503,886	6.62%	\$ 22,588,639

Western & Dysart Proforma - Assumptions

3. Uses of Revenue

A. Land Costs	Acres (A)	GSF (A * 45360 = B)	\$/Acre (C)	\$/SF (C / B = D)	Total (B * D = E)
Site Acquisition	7.34	319,719	\$525,000	\$ 12.05	\$ 3,853,363
Site Preparation & Demolition	7.34	319,719	27,007	0.62	198,226
Total	7.34	319,719	\$ 552,007	\$ 12.67	\$ 4,051,588

B. Operations Costs	NSF (A)	\$/SF/Mo. (B)	Lease-Up (Mos.) (C)	Total Cost (A * B * C = D)
Apartments	68,400	\$ 0.15	6	\$ 61,560
Retail	61,300	0.25	6	91,950
Total/Average	129,700	\$ 0.20	6	\$ 153,510

C. Construction Hard Costs	GSF (A)	\$/SF (B)	Total (A * B = C)
Townhomes	25,500	\$ 72	\$ 1,823,250
Live/Work	68,850	72	4,922,775
Apartments	68,400	100	6,840,000
Retail	61,300	100	6,130,000
Total/Average	224,050	88	\$ 19,716,025

D. Soft Costs	% of HC (A)	Total Hard Costs (B)	Total Soft Costs (A * B = C)
Arch/Eng./Admin./Etc.	20%	\$ 19,914,251	\$ 3,982,850

E. Impact Fees	Cost Per						Impact Fee / Unit (A+B+C+D+E+F=G)	Units (H)	Total (G * H = I)
	Transportation (A)	Police (B)	Fire (C)	Gen. Govt. (D)	Parks (E)	Library (F)			
Residential/Live-Work	\$ 1,137	\$ 271	\$ 785	\$ 731	\$ 1,970	\$ 273	\$ 5,167	147	\$ 759,549
Retail	37	1,903	963	1,171	-	-	9,496	3	28,488
Total									\$ 788,037

4. Project Financing

A. Project Equity	\$ of Cost	Total
Developer Equity	10%	\$ 2,389,710
Public Contribution	0%	-
Total	10%	\$ 2,389,710

B. Project Debt	Loan-to-Value (A)	Principal Amount (B)	Closing Costs (%) (C)	Closing Costs (\$) (B * C = D)	Interest Rate (E)	Payments (Mos.) (F)	Total Interest (B * E/12 * F = G)	Total (B + D + G = H)
Construction Loan (All Product)	80%	\$ 19,117,681	1%	\$ 191,177	8.0%	18	\$ 2,294,122	\$ 21,602,979
Mezzanine Loan (All Product)	10%	1	1%	23,897	11.0%	18	394,302	2,807,909
Permanent Loan (For-Lease Product)	80%	2,389,710	1%	180,709	6.5%	7	685,189	18,936,809
Total		18,070,911		\$ 395,783			\$ 3,373,613	\$ 43,347,697



APPENDIX C

CITY OF AVONDALE – OLD TOWN REVITALIZATION PLAN: STAKEHOLDERS INTERVIEWS

Ruth Clark, Revitalization Project Manager, provided the following documents to SVA. They are included in the appendix to complete the documentation of the Stakeholders involvement in the development of the Avondale Revitalization Plan.

These documents include:

1. A list of the Stakeholder Interview Participants
2. Areas of importance to the groups, i. e.
 - a. Strengths
 - b. Concerns/Weaknesses
 - c. Hopes/Opportunities
 - d. Threats
 - e. Critical Factors
 - f. Brainstorming
 - g. Discussions
3. A copy of the letter inviting Stakeholders to participate in the process.
4. A copy of the Questions provided to the Stakeholders.

Stakeholder Interview Participants

Bill Hardy*
Lee Baumgarter*
Casey Cooke*
Catherine Stafford*
Connie Tadeo*
Dan Liddle*
Frances Jones
Jeff HaLe*
Jorge Denis
Joy Ivey*
Ken Ryan*, Steve Bryant*
Kevin Berry*
Michael L. Waxman*
Pastor Nick Hill*
Paul Faith*
Irene Aguirre*
Sharolyn Hohman*
Bonnie Merston*
Vicki Velasquez*
Lila Schneider*

Aurora Gonzalez*
JoAnn Thorpe
Mayor Marie Lopez Rogers
Vice Mayor Dr. Charles Wolf
Councilmember Jason Earp*
Councilmember Jim Buster
Councilmember Ken Weise
Councilmember Betty S. Lynch*
Arizona Wood Specialties, 51 8 E Main
Phoenix International Raceway
Western Avenue property owner (Avondale Storage LLC)
Superintendent, Avondale Elementary School District
Member, Neighborhood and Family Services Commission
TJs Restaurant
NHSMC board member, COA employee (police)
Community Services of Arizona
Store Director, Food City #83
Owner, El Alhambra Credit Union Property
Ryan, Ross, Neal
Maricopa Workforce Connection, Social Services Advisory Board
Dysart Office Park (1St USA Commercial Properties, LLC)
Skyway Church, Social Services Advisory board
Faith Plaza/ex- CEBDAC member
APS
SW Valley Chamber of Commerce
VERN LEWIS WELDING SUPPLY INC
Western Avenue properties/ ex- CEBDAC member
Western Avenue Properties
Director, NHS Western Maricopa County
FSL Home Improvements Inc.
Councilmember Frank Scott
Council Member Elect Stephanie Karlin*

Also invited but unable to attend:
Bill Gaspar, Neighborhood and Family Services Commission
Council Member Elect Jim McDonald
Goldie Peacock Western Avenue properties

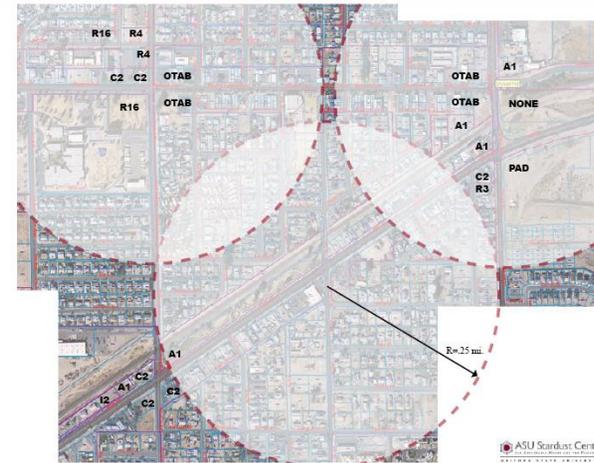


EXHIBITS

Existing Conditions



Existing Zoning

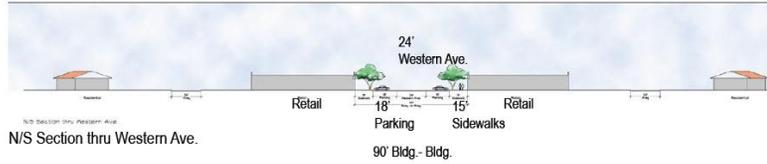


Existing Zoning with 1/4 Mile radius

Proposed Zoning



Existing Conditions Street Sections + 3D Models



Overview of Proposed OTAB Area



Intersection of Western Ave. + Central Avenue



Photo Reference



Citizen Participation: Open House 11/7/07



WESTERN/DYSART

- WESTERN IS PEDESTRIAN FRIENDLY, DYSART IS NOT
- TRAFFIC NEEDS SLOWED ON DYSART
- SIDEWALKS ON DYSART ARE AGAINST THE STREET - NO LANDSCAPE BUFFER
- TRAFFIC CALMING NEEDED AT INTERSECTION
- NO GATEWAY POINTS AT THE INTERSECTION

- Strengths
- Opportunities
- Weaknesses



Citizen Participation: Workshop 11/08/07



Western Avenue Plan



Western Avenue + Central Avenue

- Open Space is a strength and opportunity
- Children's crossings are an issue
- Ensure adequate parking for future mixed-uses
- Active open space for kids/ utilize open space there now
- Narrow Central and widen sidewalks to create a treed blvd.
- Farmer's Market
- Signage to be themed "Old Town Avondale"



Western Avenue + 5th Street

- Trailer park will be gone
- Pedestrian walkways needed off of Western
- Balcony and outdoor eating areas
- Lofts over retail
- Relocate jail
- Live/work concept
- 3 story mixed use concept



Western Avenue + Dysart Road

- Western Avenue is pedestrian friendly; Dysart is not
- Traffic needs to be slowed on Dysart
- Traffic calming needed at intersection
- There are no gateway points at the intersection
- In favor of creating a sense of "arrival" to Old Town Avondale at this intersection

Process: Western Avenue



During the Western Avenue workshop on 11/08/07, participants from the community were given a kit of parts and asked to develop a plan for several major intersections along the corridors that had previously been chosen for further study.

The major intersections along Western Avenue that have been identified as strategically viable economic gateways within the Old Town Avondale district are:

- Western Avenue + Central Avenue
- Western Avenue + 5th Street
- Western Avenue + Dysart Road

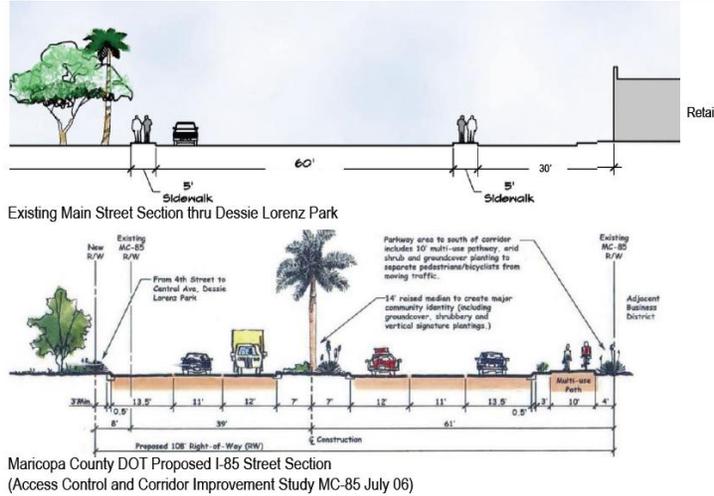
The Key for the workshop plan:

- yellow - residential
- red - retail
- orange - office
- green - open space + trees
- for mixed/ use participants were asked to stack colors

Workshop Results are shown left.



Existing Conditions Street Sections + 3D Models



Overview of Main Street



Average Daily Traffic in Downtown Arterials

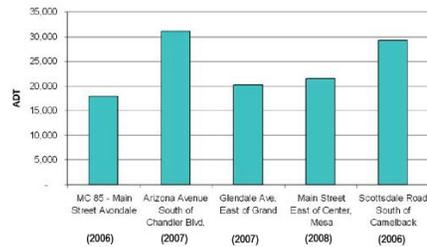


Photo Reference



Process: Main Street

Citizen Participation: Open House 11/7/07



Things to resolve
 Homes and the roads
 Built it is for parking
 Streets/venues
 Opportunities
 What to fix
 and side
 Land assembly
 Big
 Inexpensive
 Lots
 Arts and Biz
 Park One

- Strengths
- Opportunities
- Weaknesses



Citizen Participation: Workshop 11/08/07

Process: Main Street



Main Street Plan



Main Street + Central Avenue

- Traffic calming median requested
- Green extension from the park a plus
- Additional retail on the corners needed
- Live/work and mixed/use concept to build up interest and pedestrian friendly
- Commercial anchor needed for the Park
- Currently difficult to cross Main Street



Main Street + 4th Street

- Increase safety for pedestrians and Live/work
- Artesian/ and industrial oriented Live/work spaces to create artist walk
- Need to slow down traffic on Main Street
- Bike path to connect parks + green spaces throughout Old Town Avondale
- Relocate front entrance of Food City for safety



During the Main Street workshop on 11/08/07, participants from the community were given a kit of parts and asked to develop a plan for several major intersections along the corridors that had previously been chosen for further study.

The major intersections along Main Street that have been identified as strategically viable economic gateways within the Old Town Avondale district are:

- Main Street + Central Avenue
- Main Street + 4th Street

The key for the workshop plan:

- yellow - residential
- red - retail
- orange - office
- green - open space + trees
- for mixed/ use participants were asked to stack colors

Workshop Results are shown left.





Covered Outdoor Walks and Eating



Intersection Views at "Gateway Intersection"



CASE STUDY: MILL AVENUE

Mill Avenue, Tempe Arizona:

The Mill Avenue Case Study utilizes the intersection as a "gateway" signifying arrival into the core of the newly developed area.

It does this by emphasizing retail that fronts the street and providing multiple tiers of opportunity for pedestrian interaction; such as covered pathways and outdoor seating and eating.

Traffic Calming:

Mill Avenue, like Main Street in Avondale, is a major arterial. The street is altered to create a pedestrian friendly retail area for five blocks in the downtown core, using traffic calming measures including: planted median, bike lanes, parallel parking, and narrowed flow from four (4) to two (2) lanes.

Parking:

Parking is accommodated with parallel on-street parking, public surface lots in the rear of retail and parking garages.



Landscaped Pedestrian Courtyard to Parking



Sidewalk Cafes



Shaded Walkways

CASE STUDY: OLD TOWN MESA



Uninterrupted Street Front



Landscaped Pedestrian Walk to Parking



Surface Lot Rear of the Building

Old Town Mesa, Arizona:

The retail faces the street and provides for a shaded walk as well as parallel on-street parking.

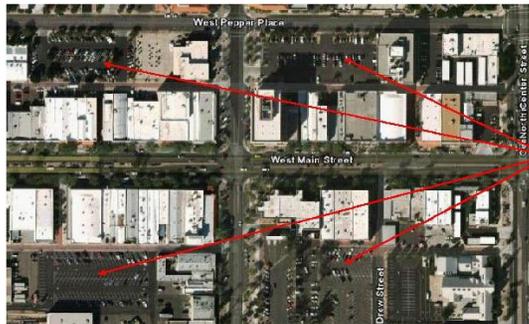
Parking:

Old Town Mesa uses a surface parking strategy that has been successful during it's own revitalization efforts.

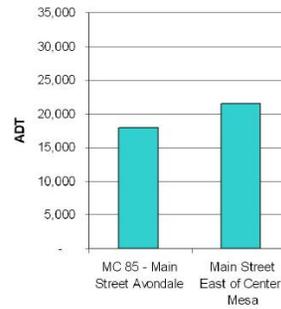
The surface lots are located in the rear of the Main Corridor retail buildings. Pedestrian connections between retail buildings allow shoppers to access the lots in the rear.

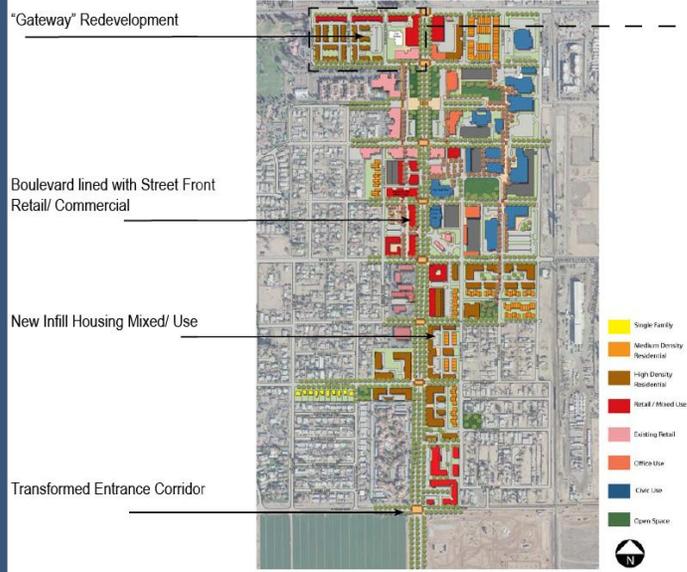
Traffic Calming:

Mesa's Main Street is a major east/west arterial (similar to Avondale's Main Street) linking Mesa to Tempe and outlying communities in Pinal County. In the Old Town section of Mesa, Main Street is slowed to create a pedestrian friendly retail environment with crosswalks and lights, planted median, parallel parking, neck downs, and travel lanes reduced from six (6) to four (4).



Parking Strategies:
Surface Parking Lots on Rear Lots





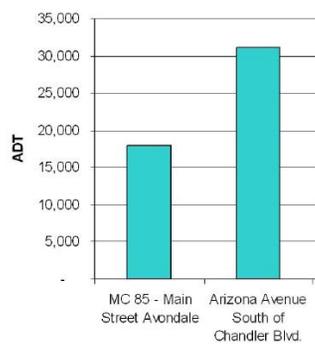
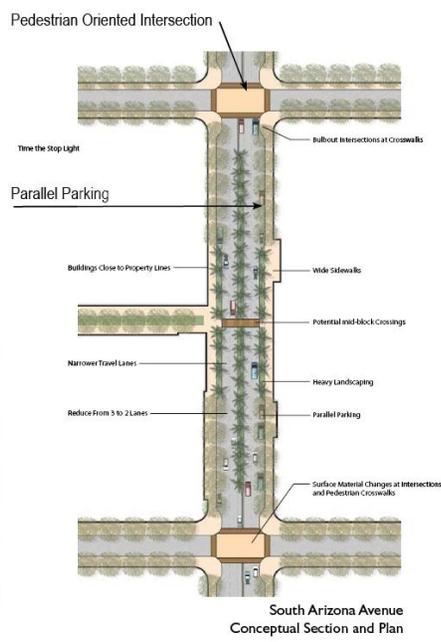
CASE STUDY: CHANDLER ARIZONA

Arizona Corridor, Chandler Arizona:

Comparison street section studies of both the case study and Old Town Avondale were presented to gauge similarities and approaches.

Parking: On-street parallel parking and public surface lots located in the rear of retail serves the parking along this corridor.

Traffic Calming: As seen in the graph to the far left, the average daily traffic along Arizona Avenue in Chandler exceeds the volume of daily traffic along MC-85 in Old Town Avondale. The street section to the left illustrates how the traffic is handled along the redeveloped core in Chandler. Traffic is calmed and controlled to support pedestrian friendly development with a planted median, bike lanes, parallel parking and four (4) lanes of traffic.



Artisan Village Phoenix, AZ



Family Town Home



Live/ work Unit with Ground Floor Shop



CASE STUDY: LIVE/WORK + MIXED/ USE

Live/ work
Artisan Village, AZ:

The Artisan Village in Downtown Phoenix aims to target the art community. Live/work units which include a ground floor shop front the public street. Uses include cafes, galleries, clothing boutiques, and real estate offices. Family town homes create semi-public, semi-private courtyard spaces that are shared by residents within the development.

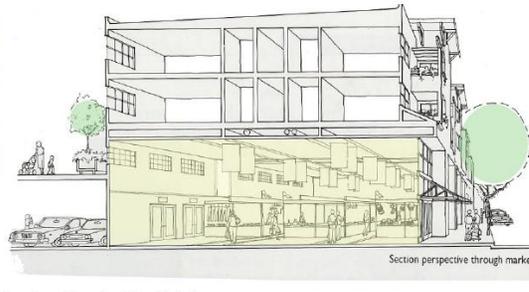
Mixed/ use, mixed/ income
Hismen Hin-nu, CA:

The building faces the boulevard and supports a double height ground floor retail/vendor marketplace. Vendors have garage and side street access to the space. Senior apartments are on the floors above. In the rear, family townhomes complete a safe internal courtyard for residential use, which includes a day care and community facility.

Hismen Hin-nu, Oakland CA



Family Courtyards



Apartment Housing Over Retail



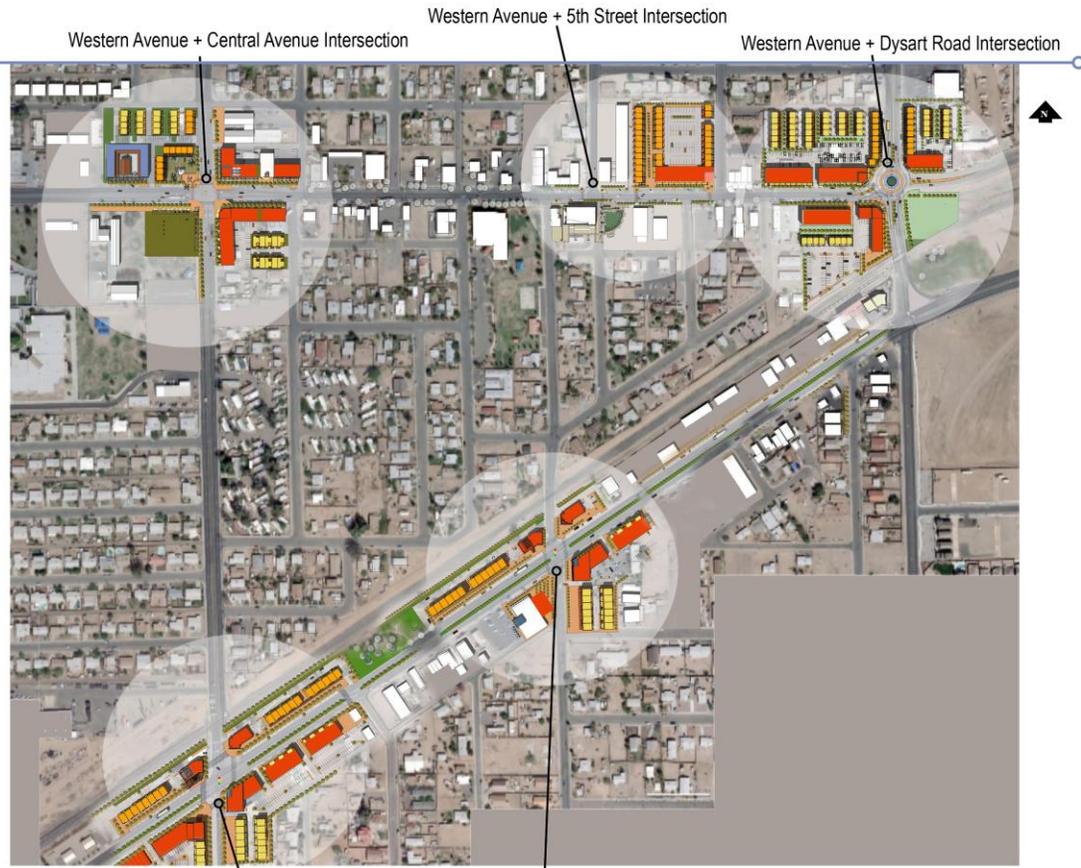
Market Hall Ground Floor Retail



Corner Ground Floor Retail

**PROPOSED OTAB AREA
SITE STATISTICS**

- **LIVE/WORK**
Units 92
1200 /300 SQF
Garages 188 Spaces
- **TOWNHOMES**
107 units
1220/1500 SQF
Garages 214 spaces
- **MIXED/USE APARTMENTS**
212 units
35700 SQF
- **MIXED/USE COMMERCIAL SQF**
228400 SQF
- **Required Parking 1048 Spaces**
On Street Parking 716 Spaces
On Site Parking 825 Spaces
- **INSTITUTIONAL SQF**
22200 SQF
- **PARKS SQF**
36,612



KEY

- Townhomes ■
- Live/work ■
- Mixed/use ■
- Traffic Light ●
●

Main Street + Central Avenue Intersection

Main Street + 4th Street Intersection

SITE STATISTICS

- **NORTH WEST QUADRANT**
 Townhome Units 20
 1200 /1500 SQF Each
 Townhome Garage Parking Spaces 40
 Live/work Units 13
 1200 /300 SQF/unit
 Live/work garage parking spaces 18
 Institutional 12,000 SQF
 Required Parking 79 Spaces
 On Street Parking 78 Spaces
 On Site Parking 28 Spaces
- **NORTH EAST QUADRANT**
 MIXED USE
 Ground Floor Commercial 31,100 SQF
 Second Floor Apartment Units 16
 900 SQF/unit
 Required Parking 112 Spaces
 On Street Parking 68 Spaces
 On Site Parking 32 Spaces
- **SOUTH WEST QUADRANT**
 Park 36,600 SQF
 Required Parking 3 Spaces
 On Street Parking 82 Spaces
- **SOUTH EAST QUADRANT**
 Townhome Units 10
 1200/1500 SQF Each
 Townhome garage parking spaces 20
 MIXED USE
 Ground Floor Commercial 19,300 SQF
 Second Floor Apartment Units 21
 900 SQF/unit
 Third Floor Apartment Units 1
 1600 SQF/unit
 Required Parking 82
 On Street Parking 72 Spaces
 On Site Parking 45 Spaces

PROPOSED PROGRAM PHASE ONE:

- Western Avenue + Central Avenue Intersection**
- Live- Work Units on North West Corner
 - Townhome Community with garages and shared courtyards
 - Preserve existing Gazebo courtyard
 - Farmer's Market Arcade on South West Corner
 - Revitalize Old Movie Theater
 - Addition of on-street and on-site parking
 - Development and expansion of existing church building
 - Preserve existing Chapel
 - Introduction of pedestrian shaded walkways + indigenous desert shade trees

PROPOSED PROGRAM PHASE TWO:

- Western Avenue + Central Avenue Intersection**
- Addition of mixed/use around existing Theater on North East Corner
 - Townhomes with garages and shared courtyards south of mixed/use
 - Tread pedestrian connectors
 - Mixed/use buildings that front Western Avenue and Central Avenue
 - Additional on-site parking in rear of mixed-use buildings
 - Apartment views to the existing courtyards and Farmer's Market

KEY

- Townhomes
- Live/work
- Mixed/use
- Traffic Light



WORKSHOP METHODOLOGY:

5 intersections have been identified as strategically viable, economic gateways found within the Old Town Avondale corridors.

- Western Avenue + Central Avenue
- Western Avenue + 5th Street
- Western Avenue + Dysart Road
- Main Street + Central Avenue
- Main Street + 4th Street

Participants in the workshop were given plans, sections and elevations of these intersections, along with a kit of parts and asked to identify strengths, weaknesses and opportunities.

In the resulting plan, (shown right) the key was:

- yellow - residential
- red - retail
- orange - office



Live/ Work Community on North West Corner of Western Avenue + Center Avenue

Developed existing Chapel and Church on Western Avenue north side of street

Farmer's Market Arcade on South West Corner of Western Avenue + Center Avenue

Typical Townhouse and shared Courtyard



WORKSHOP RESULTS:

Western Avenue + Central Avenue Intersection

- Strengths/ Opportunities/ Issues
- Open Space is a strength and opportunity
- Children's crossings are an issue
- Ensure adequate parking for future mixed- uses
- Active open space for kids/ utilize open space there now
- Narrow Central and widen sidewalks to create a tree-d blvd.
- Farmer's Market

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- Tree-d pedestrian connectors
- Mixed-use buildings that front Western Avenue and Central Avenue
- Additional on-site parking in rear of mixed-use buildings
- Apartment views to the existing courtyards and Farmer's Market



A V O L D T O W N

R E V I T A L I Z A T I O N P L A N

SITE STATISTICS

- Live/work Units 30
1200 /300 SQF/unit
Live/work garage parking spaces 60
MIXED USE
Ground Floor Commercial 120,00 SQF
Second Floor Apartment Units 13
900 SQF/unit
Third Floor Apartment Units 13
900 SQF/unit
Required Parking 83 Spaces
On Street Parking 56 Spaces
On Site Parking 77 Spaces

PROPOSED PROGRAM PHASE ONE:

Western Avenue + 5th Street

- 22 Live/work units to replace trailer park
- Creating a Live/work pedestrian corridor off of Western Avenue
- Access drive to the Live/work garage units located off of Western Avenue
- Additional parking lot in rear of retail

PROPOSED PROGRAM PHASE TWO:

Western Avenue + 5th Street

- 9 Additional Live/work units added in rear of mixed use
- Mixed/use concept is 3 Floors with the Ground Floor as retail
- Upper two floors of apartments have library and mountain views



KEY

- Townhomes (Yellow square)
- Live/work (Orange square)
- Mixed/use (Red square)
- Traffic Light (Traffic light symbol)

OLD TOWN AVONDALE: REVITALIZATION PLAN 2008
WESTERN AVENUE + 5TH STREET
3D CONCEPTUAL RENDERINGS

SITE PLANS (14)

WORKSHOP METHODOLOGY:

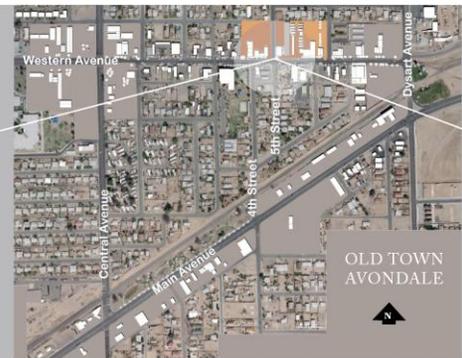
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- Western Avenue + Dysart Road
- Main Street + Central Avenue
- Main Street + 4th Street

Participants in the workshop were given plans, sections and elevations of these intersections, along with a kit of parts and asked to identify strengths, weaknesses and opportunities.

In the resulting plan, (shown right) the key was:

- yellow - residential
- red - retail
- orange - office



View from the Old Town Avondale Library

Live/work fronting Western Avenue across from the Library

Mixed-use at the corner of Western and 4th Street with Live/work to the right and rear



Detail of Live/work pedestrian corridor



WORKSHOP RESULTS:

Western Avenue + 5th Street

- Trailer park will be gone
- Pedestrian walkways needed off of Western
- Balcony and outdoor eating areas
- Lofts over retail
- Relocate jail
- Live/work concept
- 3 story mixed use concept
- Signage to be themed "Old Town Avondale"

PROPOSED PROGRAM PHASE ONE:

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Western Avenue + 5th Street

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- Upper two floors of apartments have library and mountain views



A V O N D A L E
OLD TOWN REVITALIZATION PLAN

SITE STATISTICS

- NORTH WEST QUADRANT**
 Live/work Units 9
 1200 /300 SQF/unit
 Live/work garage parking spaces 18
 Townhomes 33 units 1220/1500 SQF
 Townhomes garage parking spaces 66
 Ground Floor Commercial 19500 SQF
 Second Floor Apartment Units 23
 900 SQF
 Third Floor Apartment Units 23
 900 SQF
 Required Parking 89 Spaces
 On Street Parking 43 Spaces
 On Site Parking 94 Spaces
- NORTH EAST QUADRANT**
 Live/work Units 8
 1200 /300 SQF/unit
 Live/work garage parking spaces 16
 Townhomes 10 units 1220/1500 SQF
 Townhomes garage parking spaces 20
 Ground Floor Commercial 6800 SQF
 Second Floor Apartment Units 8
 900 SQF
 Required Parking 31 Spaces
 On Street Parking 12 Spaces
 On Site Parking 27 Spaces
- SOUTH WEST QUADRANT**
 Townhomes 8 units 1220/1500 SQF
 Townhomes garage parking spaces 16
 Ground Floor Commercial 35000 SQF
 Second Floor Apartment Units 11
 900 SQF
 Third Floor Apartment Units 11
 900 SQF
 Required Parking 95 Spaces
 On Street Parking 25 Spaces
 On Site Parking 84 Spaces
- SOUTH EAST QUADRANT**
 PARK

PROPOSED PROGRAM PHASE ONE:

Western Avenue + Dysart Road

- Traffic calming roundabout per Avondale engineers
- Initial creation of 4 cornered "Gateway" to Old Town Avondale
- Development of mixed/use buildings to front Western at the SWC
- Addition of on-street and on-site parking
- Preservation and development of "Park" on SEC
- Mixed-use development on NEC
- Live/work units along Dysart Road at NEC
- Townhome development on NEC adjacent to live/work units

PROPOSED PROGRAM PHASE TWO:

Western Avenue + Dysart Road

- Development of NWC with mixed/use and townhome community
- Addition of on-street and on-site parking
- Townhome garage access road
- Townhome pedestrian courtyards and connections
- Live/work units along Dysart Road at NWC



OLD TOWN AVONDALE: REVITALIZATION PLAN 2008
WESTERN AVENUE + DYRSART ROAD
3D CONCEPTUAL RENDERINGS

EXHIBIT (16)

SITE PLANS

PROGRAM

WORKSHOP METHODOLOGY:

5 intersections have been identified as strategically viable economic gateways found within the Old Town Avondale corridors.

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- red - retail
- orange - office



Mixed-use building orientated to the center of intersection with Live/work units to the right

Traffic calming roundabout marks arrival at "Old Town Avondale"

View from "Park" on SEC



View from Dysart looking south



WORKSHOP RESULTS:

Western Avenue + Dysart Road

- Western Avenue is pedestrian friendly, Dysart is not
- Traffic needs to be slowed on Dysart
- Sidewalks on Dysart are against the street, there is no landscape buffer
- Traffic calming needed at intersection
- There are no gateway points at the intersection
- In favor of creating a sense of "arrival" to Old Town Avondale at this intersection

PROPOSED PROGRAM PHASE ONE:

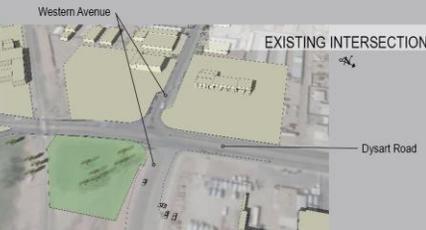
Western Avenue + Dysart Road

- Traffic calming roundabout per Avondale engineers
- Initial creation of 4 cornered "Gateway" to Old Town Avondale
- Development of mixed-use buildings to front Western at the SWC
- Addition of on-street and on-site parking
- Preservation and development of "Park" on SEC
- Mixed-use development on NEC
- Live/work units along Dysart Road at NEC
- Townhome development on NEC adjacent to live/work units

PROPOSED PROGRAM PHASE TWO:

Western Avenue + Dysart Road

- Development of NWC with mixed-use and townhome community
- Addition of on-street and on-site parking
- Townhome garage access road
- Townhome pedestrian courtyards and connections
- Live/work units along Dysart Road at NWC



A V O
O L D T O W N

N D A L E
R E V I T A L I Z A T I O N P L A N

SITE STATISTICS

- NORTH WEST QUADRANT**
 Live/work Units 8
 1200 /300 SQF/unit
 Live/work garage parking spaces 12
 Ground Floor Commercial 3500 SQF
 Second Floor Commercial 1900 SQF
 Required Parking 24 Spaces
 On Street Parking 32 Spaces
 On Site Parking 26 Spaces
- NORTH EAST QUADRANT**
 Live/work Units 12
 1200 /300 SQF/unit
 Live/work garage parking spaces 24
 Ground Floor Commercial 3600 SQF
 Second Floor Commercial 3600 SQF
 Required Parking 36 Spaces
 On Street Parking 24 Spaces
 On Site Parking 41 Spaces
- SOUTH WEST QUADRANT**
 Townhome Units 6
 1200 /1500 SQF/unit
 Townhome garage parking spaces 12
 MIXED USE
 Ground Floor Commercial 21,000 SQF
 Second Floor Apartment Units 12
 900 SQF/unit
 Third Floor Apartment Units 4
 900 SQF/unit
 Required Parking 72 Spaces
 On Street Parking 32 Spaces
 On Site Parking 83 Spaces
- SOUTH EAST QUADRANT**
 Townhome Units 12
 1200/1500 SQF Each
 Townhome garage parking spaces 24
 MIXED USE
 Ground Floor Commercial 26,000 SQF
 Second Floor Apartment Units 28
 900 SQF/unit
 Third Floor Apartment Units 5
 900 SQF/unit
 Required Parking 104 Spaces
 On Street Parking 40 Spaces
 On Site Parking 136 Spaces

PROPOSED PROGRAM PHASE ONE:

Main Street + Central Avenue

- Addition of Bike Path along rear of Dessie Lorenz Park to connect Live/work
- 12 Live/work units with garages on west end of existing park
- Retail on NEC of intersection
- Addition of median with planted trees along Main Street
- This site connects to the Main and 4th intersection further east
- Addition of pedestrian connections across Main Street
- Addition of desert trees along on-street parallel parking

PROPOSED PROGRAM PHASE TWO:

Main Street + Central Avenue

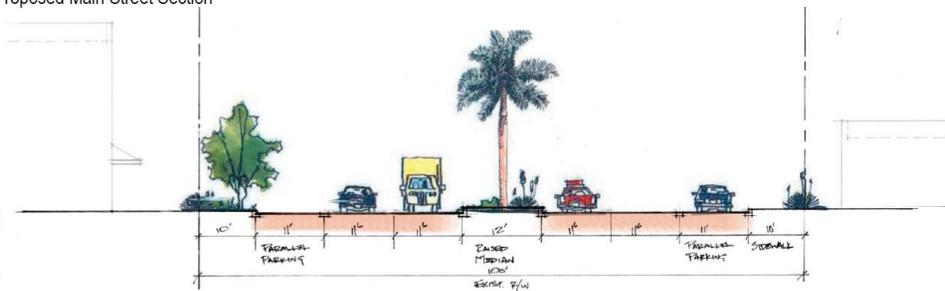
- NWC to receive 8 Live/work units
- Continuation of bike path to NWC
- Addition of on-street and on-site parking to NWC, SWC, + SEC parcels
- 18 unit Townhome community south of Mixed/use on SWC + SEC
- Apartments and Live/work units provide "eyes on the street + park"



Proposed Main Street Section

KEY

- Townhomes (Yellow)
- Live/work (Orange)
- Mixed/use (Red)
- Traffic Light (Green, Yellow, Red)



OLD TOWN AVONDALE: REVITALIZATION PLAN 2008

EXHIBIT (18)

SITE PLANS

3D CONCEPTUAL RENDERINGS

PROGRAM

WORKSHOP METHODOLOGY:

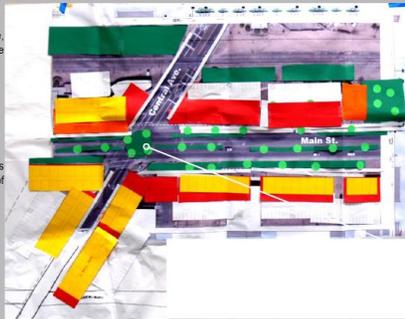
5 intersections have been identified as strategically viable, economic gateways found within the Old Town Avondale corridors.

- Western Avenue + Central Avenue
- Western Avenue + 5th Street
- Western Avenue + Dysart Road
- Main Street + Central Avenue
- Main Street + 4th Street

Participants in the workshop were given plans, sections and elevations of these intersections, along with a kit of parts and asked to identify strengths, weaknesses and opportunities.

In the resulting plan, (shown right) the key was:

- yellow - residential
- red - retail
- orange - office



NE Corner retail

NE Quarter with on-street parking

Live/work detail

Live/work bike path and garage access road west of Park



WORKSHOP RESULTS:

Main Street + Central Avenue

- Traffic calming median requested
- Green extension from the park a plus
- Additional retail on the corners needed
- Live/work and mixed/use concept to build up interest and pedestrian friendly
- Commercial anchor needed for the Park
- Currently difficult to cross Main Street

PROPOSED PROGRAM PHASE ONE:

Main Street + Central Avenue

- Addition of Bike Path along rear of Dessie Lorenz Park to connect Live/work
- 12 Live/work units with garages on west end of existing park
- Retail on NEQ of intersection
- Addition of median with planted trees along Main Street
- This site connects to the Main and 4th intersection further east
- Addition of pedestrian connections across Main Street
- Addition of desert trees along on-street parallel parking

PROPOSED PROGRAM PHASE TWO:

Main Street + Central Avenue

- NWC to receive 9 Live/work units
- Continuation of bike path to NWC
- Addition of on-street and on-site parking to NWC, SWC, + SEC parcels
- 18 unit Townhome community south of Mixed/use on SWC + SEC
- Apartments and Live/work units provide "eyes on the street + park"



EXISTING INTERSECTION



PHASE ONE



PHASE TWO



OLD TOWN AVONDALE REVITALIZATION PLAN

SITE STATISTICS

- NORTH WEST QUADRANT**
 Live/work Units 12
 1200 /300 SQF/unit
 Live/work garage parking spaces 24
 Ground Floor Commercial 3500 SQF
 Second Floor Commercial 3500 SQF
 Third Floor Commercial 1900 SQF
 Required Parking 45 Spaces
 On Street Parking 93 Spaces
 On Site Parking 19 Spaces

- NORTH EAST QUADRANT**
 Ground Floor Commercial 3600 SQF
 Second Floor Commercial 3600 SQF
 Required Parking 24 Spaces
 On Street Parking 42 Spaces
 On Site Parking 9 Spaces

- SOUTH WEST QUADRANT**
 FOOD CITY Commercial 11000 SQF
 Required Parking 37 Spaces
 CAFE ADDITION Commercial 3900 SQF
 Required Parking 13
 On Street Parking 10 Spaces
 On Site Parking 55 Spaces

- SOUTH EAST QUADRANT**
 Townhome Units 12
 1200/1500 SQF Each
 Townhome garage parking spaces 24
 MIXED USE
 Ground Floor Commercial 16,100 SQF
 Second Floor Apartment Units 18
 900 SQF/unit
 Third Floor Apartment Units 5
 900 SQF/unit
 Required Parking 72
 On Street Parking 32 Spaces
 On Site Parking 69 Spaces

PROPOSED PROGRAM PHASE ONE:

- Main Street + 4th Street**
- Relocate front entrance to Food City to West side near existing parking lot
 - Replace existing east Food City parking lot with Cafe and treed courtyard
 - Continue addition of treed median along Main Street
 - Continue planting of desert trees along on-street parallel parking both sides of Main
 - This site connects to the Main Street and Central Avenue site to the West
 - Addition of corner commercial to NWC + NEC
 - Addition of industrial/ artisan oriented Live/work units to mirror West end of Dessie Lorenz Park
 - Bike path and garage access road along rear of Main Street facing units
 - Bike path runs parallel to train tracks

PROPOSED PROGRAM PHASE TWO:

- Main Street + 4th Street**
- Addition of mixed/use ground floor retail with apartments above SEC
 - On-site and on-street parking
 - Townhome community with garage parking



OLD TOWN AVONDALE: REVITALIZATION PLAN 2008

SITE PLANS EXHIBIT (20)

WORKSHOP METHODOLOGY:

5 intersections have been identified as strategically viable, economic gateways found within the Old Town Avondale corridors.

- Western Avenue + Central Avenue
- Western Avenue + 5th Street
- Western Avenue + Dysart Road
- Main Street + Central Avenue
- Main Street + 4th Street

Participants in the workshop were given plans, sections and elevations of these intersections, along with a kit of parts and asked to identify strengths, weaknesses and opportunities.

In the resulting plan, (shown right) the key was:

- yellow - residential
- red - retail
- orange - office



Live/work frontage on Main across from Food City

Live/work Community with bike path in rear

Refurbished Food City with West facing entrance

Live/work + retail on NWC looking south toward SEC townhomes and mixed/ use



3D CONCEPTUAL RENDERINGS

WORKSHOP RESULTS

Main Street + 4th Street

- Increase safety for pedestrians and Live/work
- Artisan/ and industrial oriented Live/work spaces to create artist walk
- Need to slow down traffic on Main Street
- Bike path to connect parks + green spaces throughout Old Town Avondale
- Relocate front entrance of Food City for safety

PROPOSED PROGRAM PHASE ONE:

Main Street + 4th Street

- Relocate front entrance to Food City to West side near existing parking lot
- Replace existing east Food City parking lot with Cafe and treed courtyard
- Continue addition of treed median along Main Street
- Continue planting of desert trees along on-street parallel parking both sides of Main
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- Bike path and garage access road along rear of Main Street facing units
- Bike path runs parallel to train tracks

PROPOSED PROGRAM PHASE TWO:

Main Street + 4th Street

- Addition of mixed-use ground floor retail with apartments above SEC
- On-site and on-street parking
- Townhome community with garage parking



OLD TOWN

AVONDALE REVITALIZATION PLAN