



The BLVD Specific Plan

(The Boulevard)

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RESOLUTION NO. 3586-919

A RESOLUTION OF THE COUNCIL OF THE CITY OF AVONDALE,
ARIZONA, AMENDING THE CITY CENTER SPECIFIC PLAN.

WHEREAS, the City Center Specific Plan (the "CCSP") was adopted by Council of the City of Avondale (the "City Council") on August 11, 2008, as amended, covering the 402 acres of land along Avondale Boulevard between Interstate 10 and Van Buren Street (the "City Center"); and

WHEREAS, the City of Avondale (the "City") retained consultants to assist in undertaking an extensive process to update the plan and provide a more flexible framework that will assist in attracting development to City Center (the "CCSP Update") and to set forth land use and design guidelines consistent with the City Council's vision for the area; and

WHEREAS, the Zoning Administrator has determined that the CCSP Update does not conflict with the goals and policies of the CCSP and the City of Avondale General Plan; and

WHEREAS, the City Council held work sessions to receive input and review the CCSP Update on May 6, 2019 and July 22, 2019; and

WHEREAS, on July 22, 2019, the City Council approved a name change for the City Center to The BLVD (Boulevard); and

WHEREAS, all due and proper notices of the public hearings held by the City of Avondale Planning Commission (the "Commission") and by the City Council were given in the time, form and substance required by ARIZ. REV. STAT. § 9-461.09; and

WHEREAS, on August 15, 2019, the Commission held a public hearing on the CCSP Update, after which hearing the Commission recommended approval; and

WHEREAS, the City Council held a public hearing on the CCSP Update on September 9, 2019; and

WHEREAS, the City Council desires to amend the City Center Specific Plan by adopting the CCSP Update.

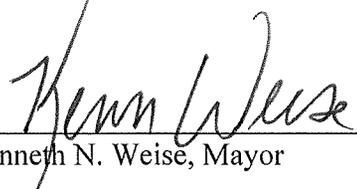
NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF AVONDALE as follows:

SECTION 1. The recitals above are hereby incorporated as if fully set forth herein.

SECTION 2. The City Center Specific plan is hereby amended and renamed The BLVD (The Boulevard) Specific Plan as forth in the CCSP Update attached hereto as Exhibit A.

SECTION 3. The Mayor, the City Manager, the City Clerk and the City Attorney are hereby authorized and directed to take all steps necessary to carry out the purpose and intent of this Resolution.

PASSED AND ADOPTED by the Council of the City of Avondale, Arizona, September 9, 2019.



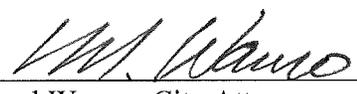
Kenneth N. Weise, Mayor

ATTEST:



Marcella Carrillo, City Clerk

APPROVED AS TO FORM:



Michael Wawro, City Attorney

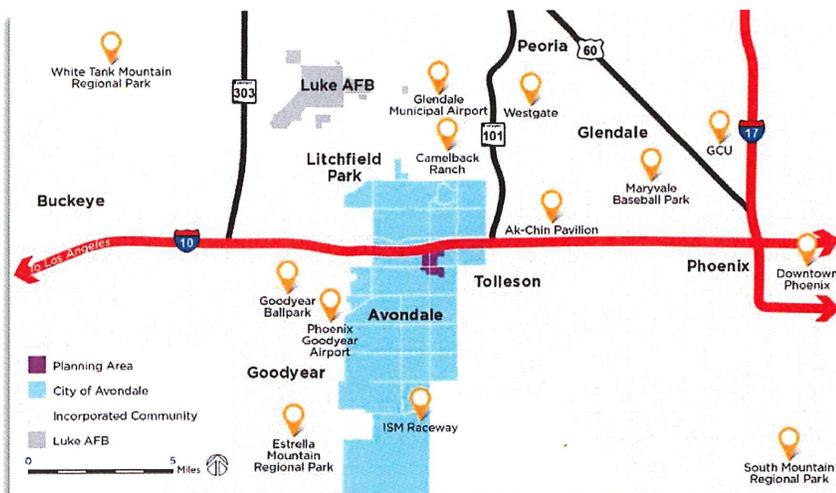


1.0 Introduction

Overview

The City of Avondale is located 15 miles west of downtown Phoenix with access to two major freeways (Interstate 10 and State Highway Loop 101). With several hundred acres of accessible and developable greenfield land, the City of Avondale is situated to become a thriving, “18-hour edge city”.

Figure 1-1 Regional Area



According to the Urban Land Institute's, 'Emerging Trends in Real Estate', the "24-hour City" concept is maturing to include urban environments that are not open in the early morning hours and instead provide an "18-hour" environment supported by a mix of jobs, shops, restaurants, and entertainment. This emerging environment has begun to spur investment in well-positioned edge cities that support the urban core.

The BLVD Specific Plan (The Boulevard herein as The BSP), "the Plan", is a specific area that implements the General Plan by providing development and design guidance for new development within the planning area. The Plan is comprised of six sub-districts that make up the total planning area of approximately 356 acres and is intended to encourage land use integration that supports the development of an active, economically thriving and vibrant, mixed-use destination. Through a coordinated public and private effort, the Plan relies on four guiding principles to develop the Plan. These principles are:

- Encourage well-placed, well-designed higher density residential developments
- Create a walkable, livable, 18-hour city environment
- Encourage a broad mix of residential, office, retail, and entertainment
- Foster high-quality development reflective of present-day market conditions while preserving the opportunity for the area to intensify in the future

Through these principles, the Plan focuses on uses that will stimulate growth and establish a live, work, play environment by creating the appropriate balance of retail shops, unique restaurants, entertainment uses, expanded hotel offerings, employment opportunities, and residential uses. In short, The BLVD is intended to be the heart of a thriving and vibrant core of Avondale.

Purpose

The purpose of The BSP is to assist in the creation of a unique, iconic, and pedestrian-friendly destination within the core of Avondale. This will be accomplished not only through sound planning guidance, but by the efforts of both public and private investment. The BSP planning area has seen public investment through the expansion of transportation and utility infrastructure as well as the development of Avondale Sports Center (ASC). This investment has spurred some limited private development investment with the emerging hospitality and supportive retail core. Additional short and long-term, public/private investment will be necessary to realize the vision of the Plan.



Vision

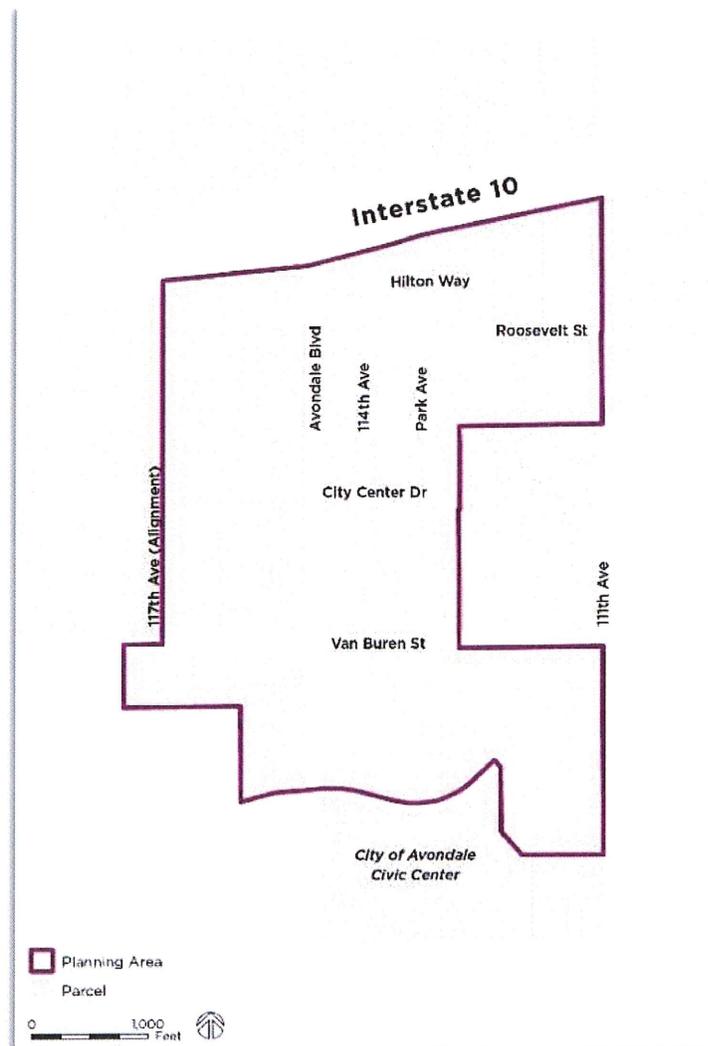
Through a coordinated public and stakeholder engagement effort, a vision for the Plan was established. The BSP is the “heart” of the Avondale community. A pedestrian-oriented district with generous landscaping, shops on the ground floor, small plazas, and parks that can provide Avondale’s growing population with an exciting mixed-use environment featuring meeting places, shopping, dining, residential office, and sports uses. Residential neighborhoods are planned where people can live in townhouses or apartments and walk to shopping and restaurants. Businesses will be attracted to the area because it provides a unique employment district where workers can walk to eat lunch, do errands, or go to meetings.

Planning Context and Character

The Plan comprises approximately 356 acres along Avondale Boulevard in a highly visible and easily accessible location within the City and the region (see Figure 1-2). The BSP has an existing arterial street system with Avondale Boulevard and Van Buren Street. Avondale Boulevard is a major thoroughfare for ISM Raceway traffic in south Avondale.

Develop the BLVD Specific 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, professional office space, an atmosphere that is fun, pedestrian-friendly and conducive to daytime and nighttime activities.

Figure 1-2 The BSP Planning Area



Surrounding Land Uses

Surrounding land uses to The BSP include:

NORTH

The northern boundary of the planning area is formed by Interstate 10.

SOUTH

The Avondale Civic Center exists to the south of the planning area. The municipal complex includes City buildings, Council Chambers, a library, and an outdoor amphitheater. Also, the campus includes City buildings for public and private office space.

EAST

Land uses adjacent to the eastern boundary include vacant land, agricultural land, multi-family, and single-family residential development.

WEST

Land uses adjacent to the western boundary include vacant land, agricultural land, multi-family, and single-family residential development.

Existing Development within The BLVD Planning Area

Existing development within The BSP planning area include the following:

RANDALL MCDANIEL SPORTS COMPLEX. American Sports Centers is the current tenant of the city-owned facility on the east side of Avondale Boulevard. ASC is the largest indoor multi-sport facility in Arizona and hosts a variety of tournaments, leagues, classes, and clinics for athletes of all ages. The ASC facility includes 6 volleyball courts, 4 basketball courts, 2 indoor soccer fields, and a 4,000 square foot multi-purpose room for special events. In addition, there are two proposed outdoor sand volleyball courts on the east side of the sports center.

AVONDALE TRANSIT CENTER. The City of Avondale completed the Avondale Transit Center, located north of the American Sports Centers, which includes 380 parking stalls, bus stops, and pedestrian-oriented amenities. Transit services available from the transit center include fixed-route bus service, park and ride, Phoenix Dial-A-Ride, and ADA Service.

RETAIL. Additionally, approximately 25,000 square feet of retail space is positioned directly in front of the sports center with anchors such as a fitness tenants, gourmet popcorn, and a restaurant.

COLDWATER SPRINGS PROMENADE This retail shopping center is located at the southwest corner of the planning area and is approximately 50% developed with retail and restaurant tenants including a retail pharmacy and a fitness center.

RESTAURANTS. One restaurant (Culver's) exist at the northeast corner of Avondale Boulevard and Roosevelt Street in proximity to the hotel uses north of Roosevelt Street.



HOTEL ACCOMMODATIONS. Two hotels exist within the planning area including the Hilton Garden Inn and Homewood Suites by Hilton. Additional hotels are planned or under construction to support The BSP area providing visitors and locals hotel accommodations.

1.1 General Plan

A concurrent Text and Map Amendment to the Avondale General Plan 2030 is being processed so that the General Plan 2030 reflects the uses and vision for The BLVD as identified in this Plan.

1.2 Administration

Plan Organization

The BSP lays out detailed provisions for land use, circulation, open space, and urban design, along with an implementation plan. The Plan is organized as follows:

Chapter 1 of this document, background Information, summarizes the major conclusions determined during the team’s initial research about the site context and existing conditions.

Chapter 2 presents the urban design framework by establishing the land use categories/District concepts. This framework is designed to foster pedestrian-oriented mixed-use development consisting of a distinct mix of retail, restaurant, office, residential, full-service hotels, and entertainment uses.

In *Chapter 3*, the Implementation guidelines are presented.

A Policy Plan

The BSP is a policy plan. The provisions are guidelines which will serve as a guide for evaluating proposed developments. The quantitative provisions of the Plan establish targets and provide a basis for project review, but they are not mandatory standards. The primary goal of the Plan is to ensure that the overall desired character and intensity of development is achieved in The BLVD as projects are built over time. Applicants may submit projects that meet the overall intent of the Plan but do not comply with all the development guidelines. Any project application should include an explanation of how the project meets the overall objectives and guidelines of the Specific Plan, and a justification for any departures from the Plan.

Development Review Process

Most of the future development within The BSP area will require one or more of the following types of applications, as described below:

- **Annexation.** Any properties that are not currently within the City limits must apply for annexation and be accepted according to the City's standard procedures.
- **Zoning.** All properties require proper zoning prior to development. The City will create a new Opt-In zoning process while also keeping the current City Center (CCD) zoning district in the Zoning Ordinance. Individual properties will be eligible to be rezoned to the new district, The BLVD District (The BLVDD), or may choose to keep the existing CCD zoning.
- **Design Review.** An application for Site Plan and Architectural Review must be submitted and approved by the City Council prior to approval of any construction plans for new development. The site plans, building elevations, building sections, landscape plans, and other components of this application will need to be consistent with The BSP and comply with all zoning requirements.





2.0 The BLVD Specific Plan Districts

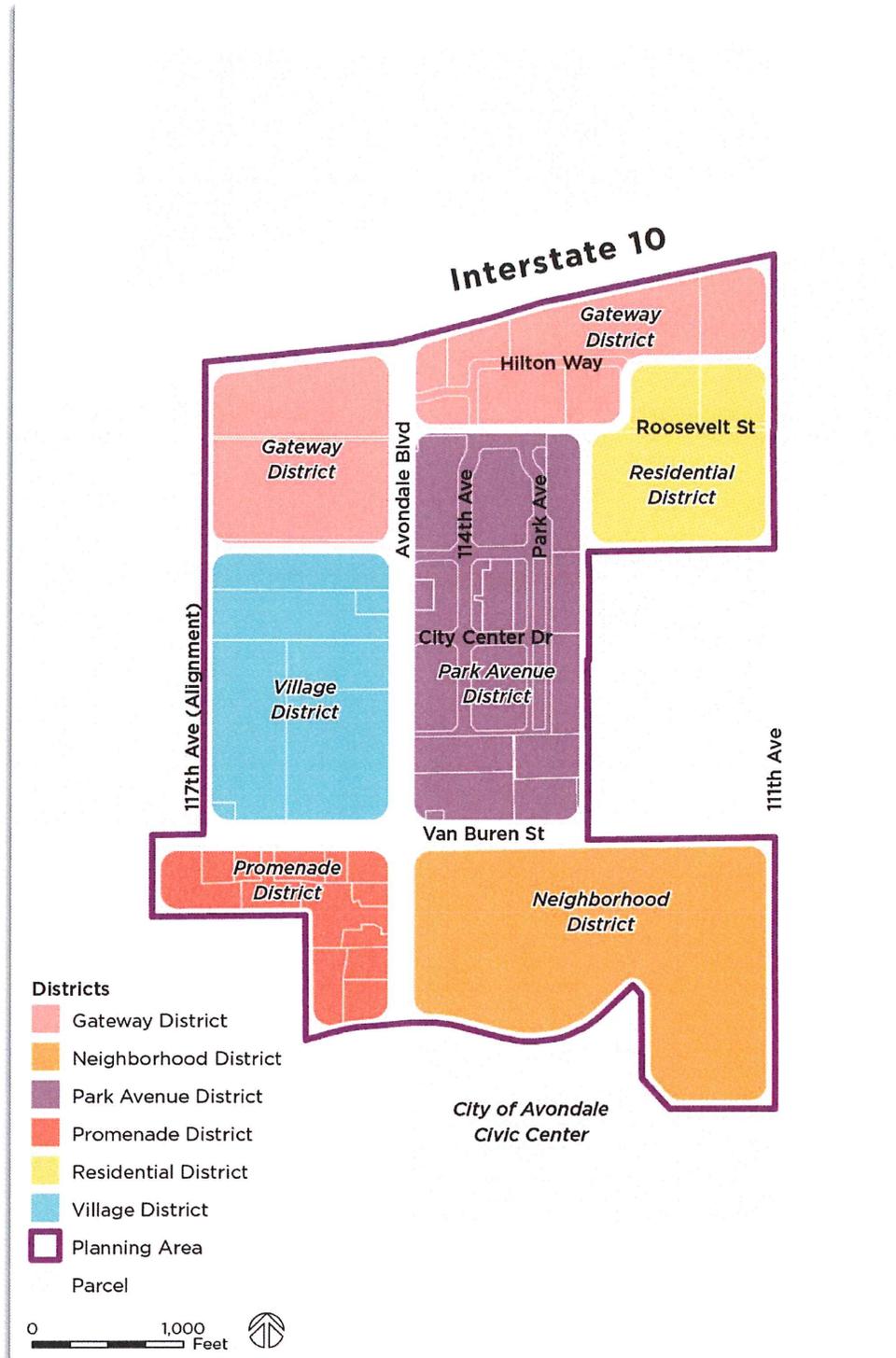
The overarching goal of the BSP is to create an active, pedestrian-friendly urban environment with a mix of uses and varying scales of density and intensity. This will be implemented using the 'Districts' concept, which is an interconnected grouping of like parcels. The six District land use categories, the definitions, and locations are identified in Figure 2-1.

District Concepts

The District concept consists of recommended land uses for the six identified Districts within the Plan. This framework is designed to foster pedestrian-oriented mixed-use development consisting of a distinct mix of retail, restaurant, office, residential, full-service hotels, and entertainment uses.

The following section provides a summary of appropriate land uses for each District. These land uses are intended to work together over time to implement the vision of the Plan. Each land use has related location criteria; factors that are considered ideal for successful implementation of the Plan. Specific land uses consistent with the implementation of this Plan are identified in Table 2-1.

Figure 2-1 **Districts Plan**



Gateway District

The Gateway District provides the first point of entry for most visitors to the BSP. As such, a distinctive ‘catalyst’ type use that can set the tone for the BSP and dramatically shorten the time frame for implementation of the vision should be encouraged to locate within this area. Catalyst projects are planned and designed to cause a corresponding and complementary development reaction on surrounding properties. These are projects that provide an opportunity for public and private investment to receive a reasonable return. Such land uses are single large users with very specific criteria such as high visibility, ease of access, and multimodal access opportunity. This District provides for a range of housing opportunities in excess of 22 du/ac, including lifestyle amenities to attract residents and employees to the area. A catalyst land use should increase employment and population in the target demographic area to support the development of the BSP. Examples of catalyst land uses would include, but may not be limited to, post-secondary education campuses, medical campuses and/or hospital, resort hotels, or 4-story or greater Class-A corporate headquarters. In addition to catalyst type uses, large urban form residential developments, 2 to 4-story mid-rise offices, and retail/restaurant uses are appropriate in the Gateway District.

Village District

The Village District transitions from the more intense catalyst uses in the Gateway District, allowing opportunities for more conventional retail, office, employment, and multi-family residential uses but with a pedestrian-oriented focus and contemporary urban design that interfaces with and creates a presence on adjacent streets. The intent of this district is to generate a diversity of activity to attract as many people to the area as possible and to provide amenities that support the desired adjacent land uses. Drive-through restaurants should be minimized to only one on Van Buren Street and one on Avondale Boulevard. Residential uses should target a minimum of 18 du/ac and front directly onto Corporate Drive.



The BSP reserves pedestrian-scale plaza spaces at the intersections of Avondale Boulevard with Van Buren Street, Corporate Drive, and Roosevelt Street to identify the Village District along with preserved visual sight lines into the central gathering space. The corner plaza spaces may anchor adjacent food and beverage full-service type restaurants and the visual corridors double as pedestrian and bike linkages guiding people into the heart of the Village District.

Park Avenue District

Central to the success of the BSP is the Park Avenue District which is considered the core area of the Plan. This area is planned to be centered around a large gathering area that can accommodate events and activities as well as open-play space surrounded by retail, restaurant, food court, and other uses. Land uses within the Park Avenue District are to include a mix of hotel, retail, restaurants, sports, entertainment, theater, cultural, multi-family residential, studios, office, and education that is all designed to interface with adjacent streets in an urban manner and featuring modern, contemporary design. Retail users should offer goods and services that create a destination. Curated shopping along with food and beverage, for example, a brewery or gastropub, should be protected from competition to aid in their business survival. This allows the BSP to capture those users in a more conventional retail setting while preserving the unique quality of the Core District. Residential uses should target a minimum of 22 du/ac. Drive-through restaurants are minimized to only one stand-alone building on Avondale Boulevard and Van Buren Street, or be part of a multi-tenant building. NASCAR-themed uses such as restaurants, gift shops, or museum could also be an integral part of the synergy planned for this district.

As part of a shopping and entertainment destination, events are intended to occur that will bring local and regional residents to the BSP. The central gathering area will include a splash pad as well as other pedestrian amenities. In addition, this district offers the opportunity for bicycle and pedestrian direct access to the adjacent single-family residential subdivision Waterford Square and the Van Buren multi-use path. A live, work, shop concept is envisioned for this district.

The Park Avenue District concept includes a large central event space along with small open space gathering areas where casual and formal events could be hosted. Such events could include live music, farmer’s markets, food truck events, movie nights, yoga in the park, and community gatherings.

The Central Park gathering area will serve as the social heart of the BSP and functions as the place for local casual or formal events. It is not intended to be a large space hosting large amphitheater crowds, but instead a smaller intimate space for the core area. The space should be centrally-located in the core to maximize the positive impacts of activity on adjacent uses and reduce the negative impacts of major arterial streets on events. Retail and restaurant use should be designed immediately adjacent to open space to promote pedestrian refuge areas and minimize parking immediately adjacent to the space. The area activity will serve to energize food and beverage and retail uses. The space should be well-connected by streets, pedestrian trails, and bikeways to provide a full range of mobility options.

To bring energy into this core area and to protect events from the negative impacts of high traffic volumes on Avondale Boulevard, the gathering place is located one retail block east of the main entrance to the BSP. It is important that the design of this space accommodate various events and the people they will attract in a comfortable space that works well for both large and small crowds.



Residential District

The most efficient method to activate the BSP with people is to provide higher density housing in proximity to the core. This is the intent of the Residential District which can include a broad range of options to include attached single-family, apartments, townhomes, and/or condominiums. Housing should take the form of both for-ownership and for-rent product to appeal to various lifestyle choices. The expectation for this area is to include highly-amenitized luxury living, urban form residential that fits within an urban, entertainment district. Residential options should be targeted to meet the needs of professionals that are willing to trade square footage for the BSP amenities within walking distance.

“Garden apartments” and other inwardly focused residential types more common in suburban settings should be discouraged in favor of urban rowhomes, townhomes, or other residential types that are outwardly focused, more strongly interfaced with the street, and contribute to an overall sense of community within the BSP at large. The desired demographic will enjoy the social activity of the area and the ability to “lock and leave”. The target density should be a minimum of 18 du/ac. Product types under 18 du/ac can occur as part of a larger mixed density/height residential development that meets the overall target density. Adjacent to the existing homes south of the Residential District, the residential uses should provide a transition of density and scale. Small lot single-family residential attached homes may be appropriate as a transitional density in this location.

Neighborhood District

The Neighborhood District will provide an opportunity for families looking to live “in close proximity” to an active urban area. The Neighborhood District will support the development of residential uses of detached single-family residential and attached townhomes with a density ranging from 4 to 12 dwelling units.

Promenade District

This commercial land use is designed to accommodate suburban-style retail, restaurant, services, and office development for residents in the BSP and the surrounding area. The focus for all uses should be pedestrian-oriented and support the overall vision for the BSP while also allowing limited development of drive-through restaurants, banks, pharmacies, and similar.

Table 2-1. Permitted Use Types

The BLVD District	Use Types
Gateway	Post-secondary education campus (with housing, multi-family, and townhomes); Medical campus/Hospital; Large urban form residential/apartment; Lifestyle amenities; Full-service hotel/Resort hotel; 2-3 story mid-rise office; Retail/Restaurant.
Village	Retail; Office employment; Urban multi-family; Restaurants; Education campus
Park Avenue	Central gathering area for events; Indoor sports, cultural, and entertainment (ASC, Theatre/Performing Arts Center), Mixed-use, Main Street retail, Restaurants); Urban form multi-family; Office; Hotel, Education Campus
Residential	Single-family attached residential; Multi-family
Neighborhood	Single-family detached; Attached townhomes
Promenade	Community retail; Retail pad development; Transitional retail; Office

Legend

Gateway District

- Education campus (housing, multi-family & townhomes)
- Medical campus/hospital
- Large urban form residential/ apartment
- Lifestyle amenities (see open space & amenities plan)
- Hotel
- Office
- Retail / restaurant

Neighborhood District

- Single-family detached
- Attached townhomes
- Limited commercial

Village District

- Retail
- Office employment
- Urban multi-family
- Restaurants
- Education campus

Park Avenue District

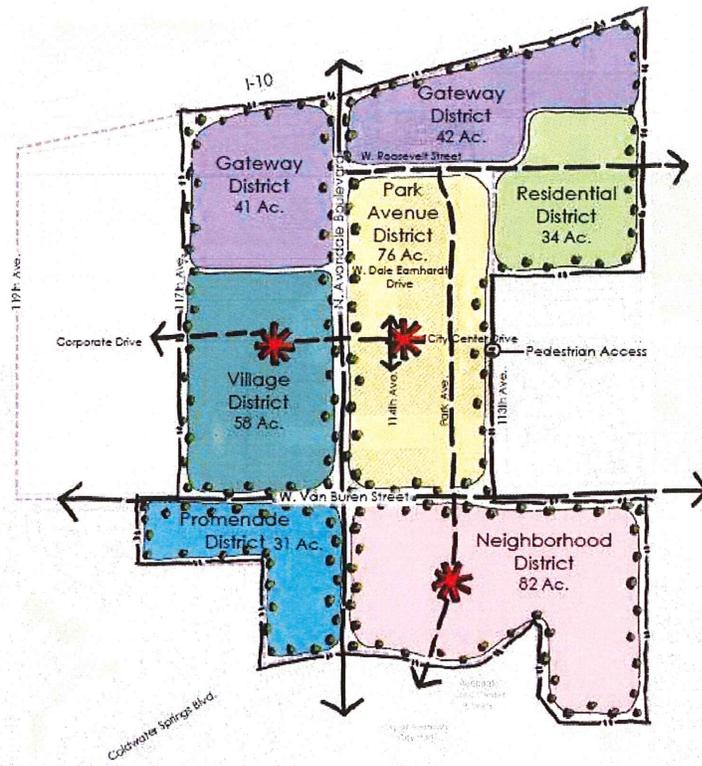
- Central gathering area for community-wide events
- Large scale sports & entertainment
 - ASC
 - Theatre/Performing Arts Center
 - Mixed-use
- Boutique mixed-use/Main Street retail
- Restaurants
- Urban form multi-family
- Office
- Education Campus

Residential District

- Single-family attached residential
- Multi-family

Promenade District

- Community retail
- Pad development
- Transitional retail
- Office



N.T.S. 

Circulation

Connectivity within the Plan and between the Districts is important in encouraging safe, efficient, and convenient vehicular, pedestrian, and bicycle access to all users within the BSP. The intent of the proposed street network is to allow for a variety of mobility options within the BSP.

Avondale Boulevard is the main thoroughfare for visitors to the City especially during the NASCAR events twice a year at ISM Raceway. This street should provide a high level of beautification, promotional opportunities, quality vegetation, and wayfinding signs to welcome visitors to the City.



Multimodal Street Components

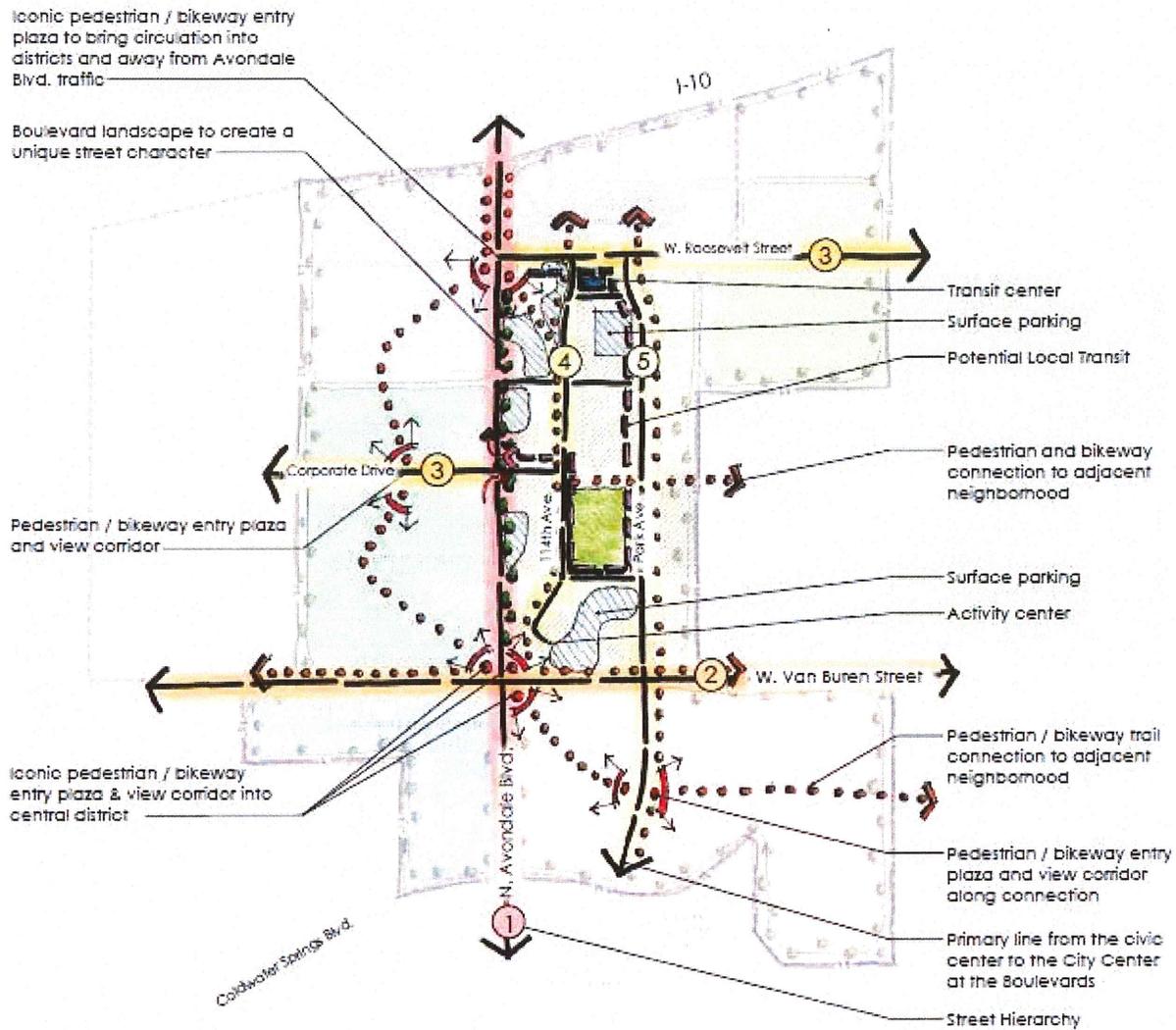
To implement a multimodal street design within the BSP, the plan considers the multimodal street components depicted in Figures 2-3 and 2-4. As illustrated in Figure 2-3, a standard roadway is divided into three elements: the travel way (including vehicles and on-street bicycles), the pedestrian realm (including pedestrians, off-street bicycles, and other mobility-assistance devices), and the development realm (including the adjacent land use characteristics). The width of the overall design as well as the width of each element is dependent on the purpose of the street, whether it is for high or low volumes and high or low speeds.

Proposed Street Network

The BSP is supported by a multimodal street network intended to support local and through traffic within the area. The street network includes an arterial, collector, and local street cross-sections. The street network concept is shown in Figure 2-2 and cross-section are illustrated in Figures 2-3 to 2-8. Collector roadways will also provide options for on-street/parallel parking where needed.

In addition, it will be critical during the build-out of the BSP districts to identify a safe pedestrian crossing at a mid-block location along Avondale Boulevard and Van Buren Street to provide a safe connection for increased pedestrian traffic and residents walking to the area. A High Intensity Activated CrossWalk (HAWK) or pedestrian bridge may be considered during the build-out stage of the planned area.

Figure 2-2 Street Network Concept



N.T.S. 

Cross-sections

Six roadway cross-section details are illustrated below.

Figure 2-3 Avondale Boulevard Street Cross-section 1

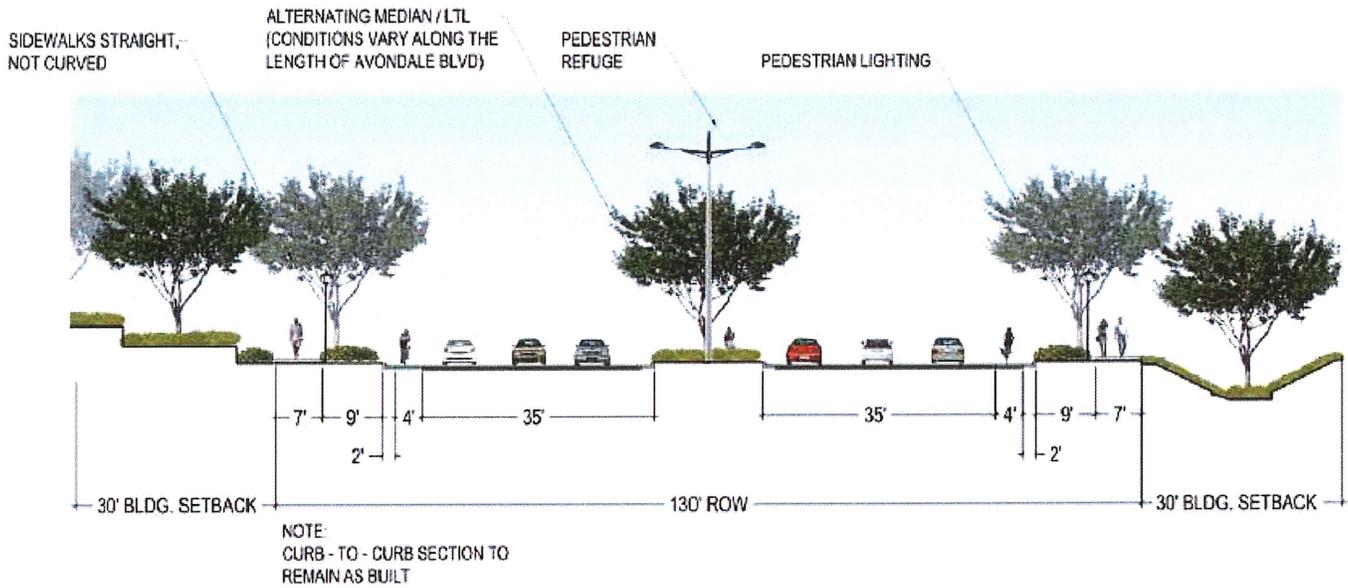


Figure 2-4 Van Buren Street Cross-section 2

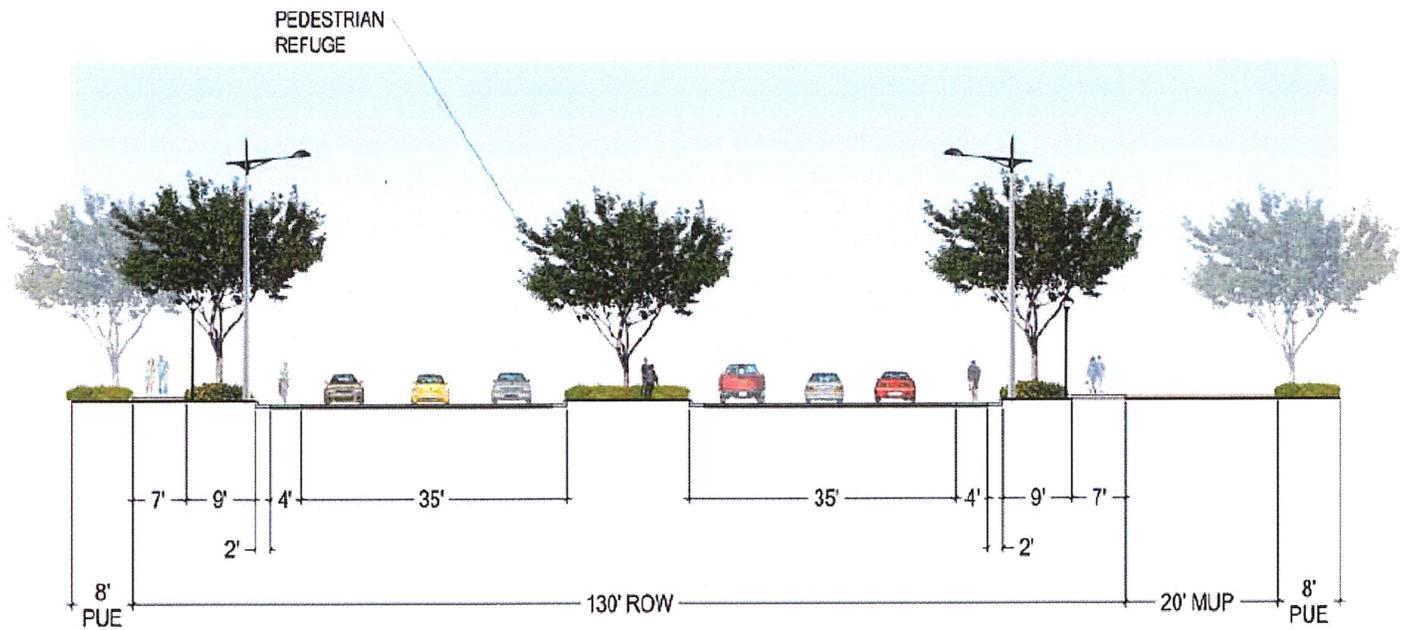


Figure 2-5 Roosevelt Street – Avondale Boulevard to 117th Avenue Cross-section 3

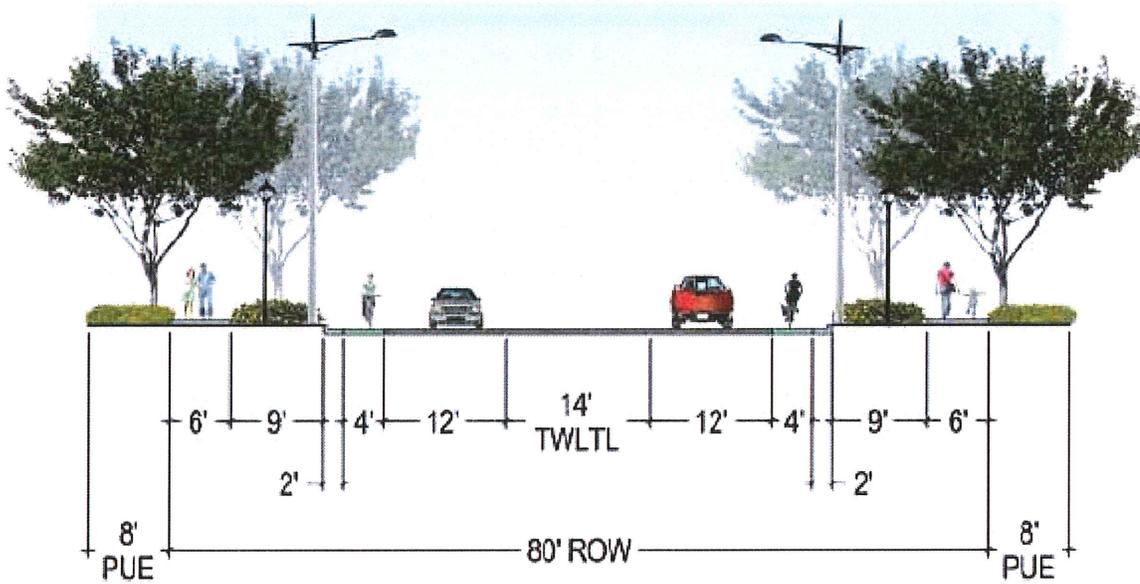


Figure 2-6 Roosevelt Street – Avondale Boulevard to 113th Avenue Cross-section 4

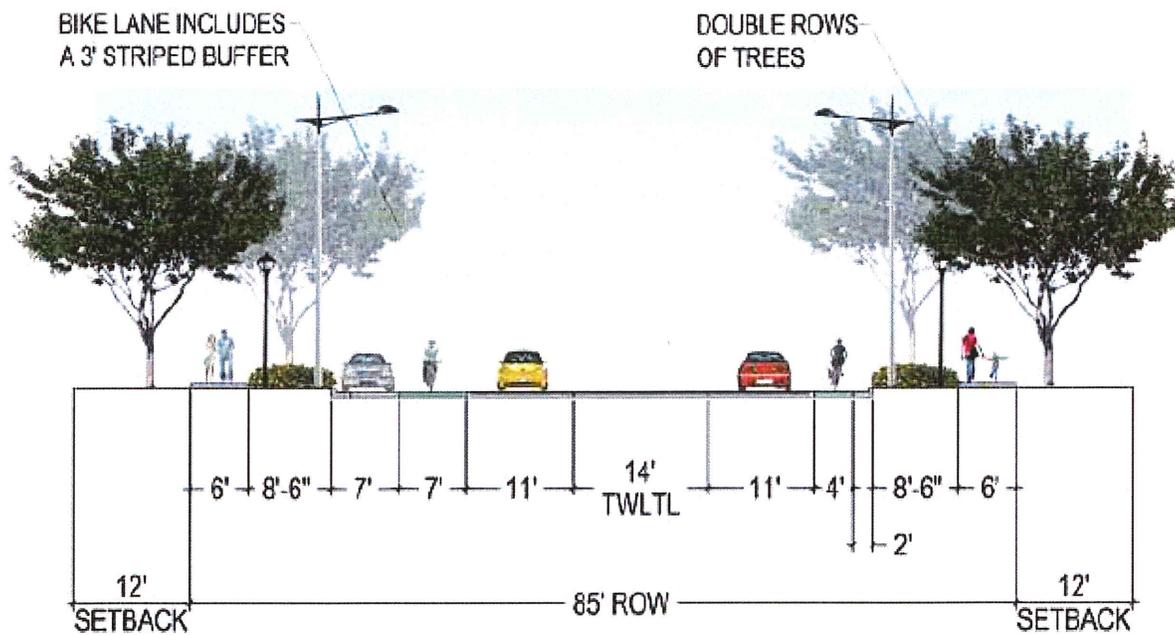


Figure 2-7 Park Avenue Cross-section 5

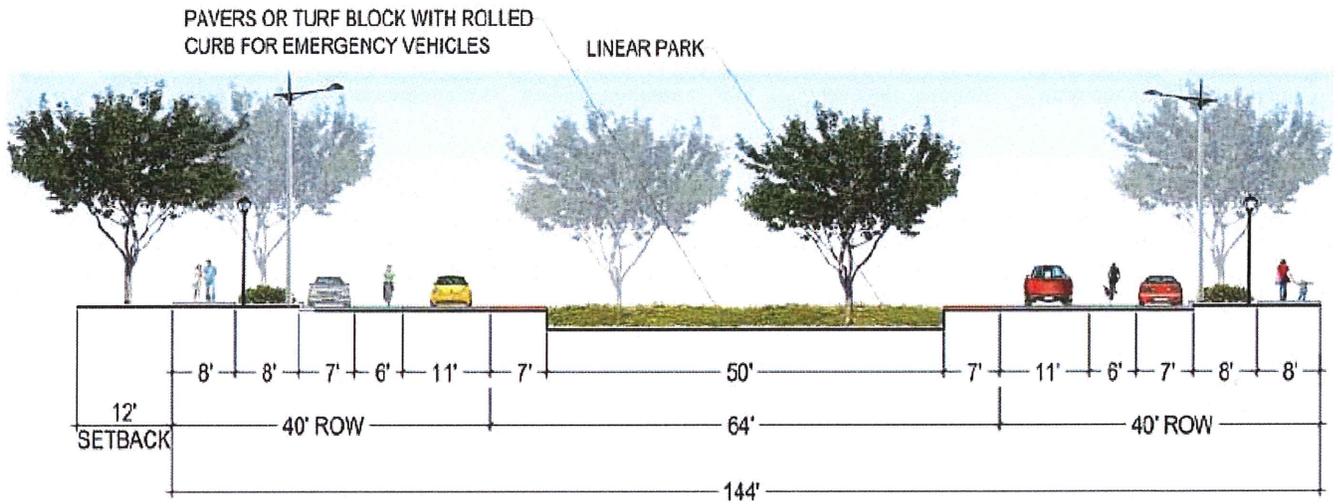
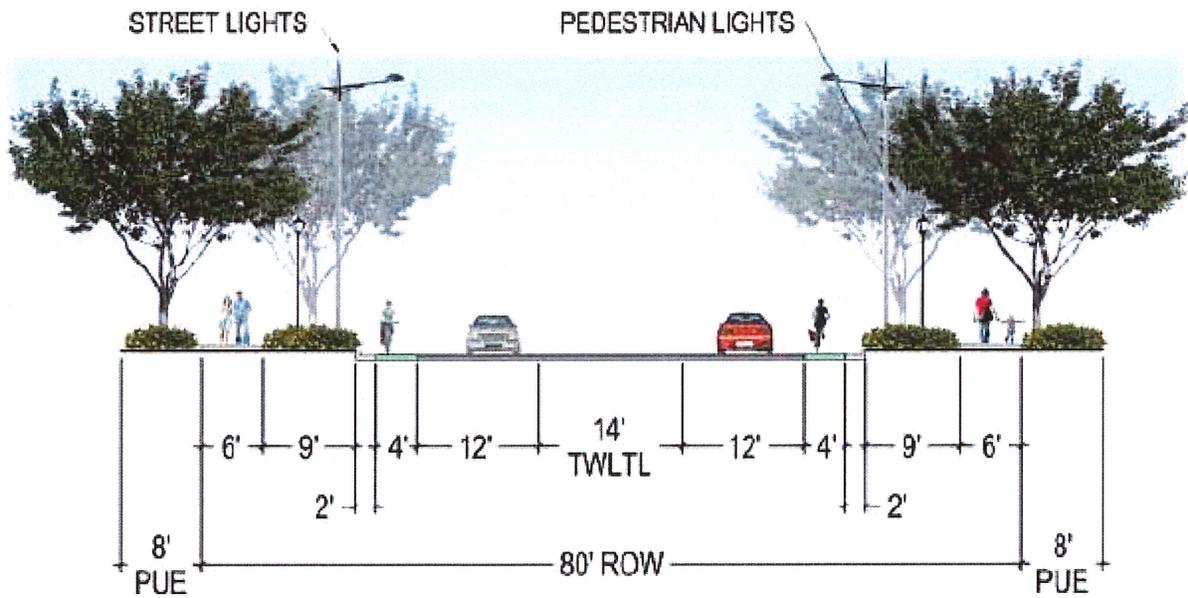


Figure 2-8 Corporate Drive Cross-section 6



2.1 Development Form

Site Planning

Knowing that placemaking is key to success and that physical space creates the places for the events in people's lives, it is necessary to establish a framework that can be built over time and provide a level of flexibility for a phased approach. The Design Concept for the BSP is that framework. Several "big ideas" drive the design of the framework.

1. **Get people out of their cars and into the space.** Dispersing smaller parking areas adjacent to existing arterial streets facilitates easy access into the core area. There is the added benefit of placing people near pedestrian-oriented spaces and encourages pedestrian movement throughout the core. This movement increases the opportunity to support retail, food, and beverage uses. Smaller parking areas are visually less intrusive, both internally and externally, and add to the safety of the pedestrian zones.
2. **Locate the primary gathering place interior to the core.** The negative impacts of traffic volume and noise outweighed the benefit of visibility of the core adjacent to Avondale Boulevard. It would diminish the variety of events that could be held in that location and impact the safety of users. Locating the gathering place internal to the core results in the energy and activity of the gathering place having a positive impact on more of the core uses.
3. **Establish a visual connection from the edge to the core.** Moving the core to the interior requires that the plan establish a connection from Avondale Boulevard to the central gathering place. This connection can be made visually by aligning a pedestrian street from the intersections of Avondale Boulevard with Van Buren Street and Roosevelt Street diagonally to the center. A small pedestrian plaza at the intersection will help brand the BSP and can provide an open space amenity for active retail ideally food and beverage use. The corner plaza spaces also act as pedestrian and bike entries into the core area from the north-south access along Avondale Boulevard.
4. **Providing complementary land uses outside of the core District.** It is important that the remaining land area with the BSP compliment and not compete with the vision of the core area. Additional higher density residential, office employment, and the potential for a catalyst use, such as an education campus, would further the objectives for this area. On the east, adjacent to the existing residential community transitional residential densities are appropriate. A residential option may include for-sale townhomes.
5. **Allow for future intensification.** Given current market conditions and anticipated growth, the vision for the BSP will need to take form over time. This may necessitate a strategy that allows for land uses today, retail with surface parking, and higher density residential and employment in the future. For example, as depicted in Figure 2-9, number 6 is shown as future apartments over a parking garage where the existing transit center is located.

Figure 2-9 Park Avenue District Concept Plan



Legend

- | | | |
|--|------------------------------|---|
| 1. Avondale Sports Center | 9. Multi-Family-Garage Under | 17. Entry Features |
| 2. In-Line Retail | 10. Townhomes | 18. Activated Corner Plaza |
| 3. Office | 11. Multi-Family Amenity | 19. Landscape Screening of Parking Area |
| 4. Restaurant | 12. Relaxation Plaza | 20. Primary Pedestrian Retail Street |
| 5. Hotel | 13. Event Space | 21. Pedestrian Portal |
| 6. Future apartments over parking garage | 14. Splash Pad | 22. Sand Volleyball |
| 7. Transit Facility | 15. Great Lawn | 23. Linear Park |
| 8. Multi-Family Surface Parking | 16. Fountain Focal | |

Building Placement

Urban Form

The Vision for the BSP is one of an urban form lifestyle center and incorporates high quality dining options and exciting entertainment experiences. It is important to clearly define this area as a social and economic hub for the community and to create a synergy of uses that make the BSP a destination. Without an urban form, too often this vision becomes another “shopping center in the suburbs”. With the urban form comes a certain intensity of use in order to attract the people and events that make a place special. The desired type of development is encouraged to be an average height of 2-story buildings or taller with a mix of uses provided horizontally or vertically on individual developments throughout the district boundary. Hotels should be designed with a minimum of 4 stories and outdoor dining options with patios that are sited onto open space.



History has shown that the intensity is the result of an evolution of uses over time. The BSP is designed to take advantage of market desires today with a plan for intensification in the future. This suggests that specific targeted Districts need to create development plans that can transition more quickly and economically in the future. This relates to circulation, utility services, site planning, and building design.

The most important district that should be developed with more intense uses is the Park Avenue District. Planning in this area should reflect the potential for street and pedestrian connectivity in the future, parking provided at lower rates per 1,000 square feet of use to respond to increased alternative transportation options, residential wrapped parking garages, or office over structured parking and a completed framework of open spaces and plazas. Strengthening the urban feel of the development from the perspective of Avondale Boulevard and the internal collector streets will be ideal. Accomplishing the street presence will require bringing buildings to the setback line and ensure circulation patterns mitigate any traffic congestion. Significantly enhancing the interplay between the commercial and residential components to provide safe, comfortable, and inviting connections from the residences to the commercial businesses is key for the success of the area.

Open Space and Art

An open space and amenities framework are essential to attract complimentary land uses to the area. The Park Avenue linear park provides direct access from Roosevelt Street to Van Buren Street. Both connections service the overall development and create a sense of place for the Park Avenue District.

The amenities framework when strategically located will help define the area, character, and image. Artistic walks or placement of art along the linear park and open space areas are essential to create a vibrant experience which is further identified in the City of Avondale Art Master Plan.

An amenities framework provides a balance of space with the higher intensity of uses that generate the necessary energy at the core. It promotes connectivity between the uses creating a synergy of activity. Areas where patrons and residents can gather for a leisurely stroll, play a game of ping pong, run through a splash pad, listen to music, study, socialize, or engage in a friendly competition of Jenga or cornhole is the vision for the area.

Prominent pedestrian-oriented retail nodes area also planned at the main entries into the districts and adjacent to the intersections of Van Buren Street, Corporate Drive, Roosevelt Street, City Center Drive, and Avondale Boulevard.

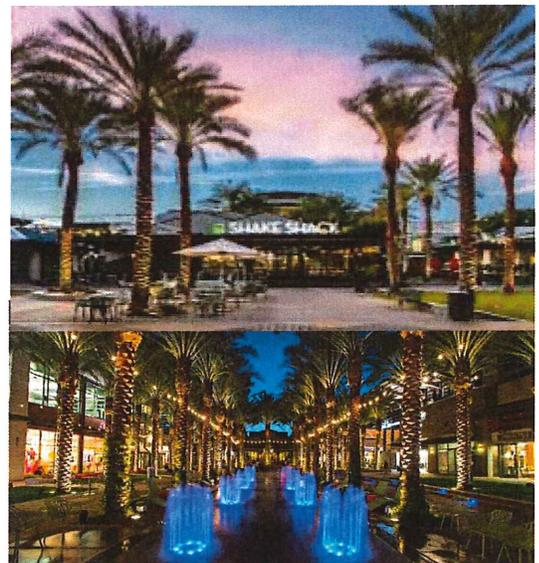
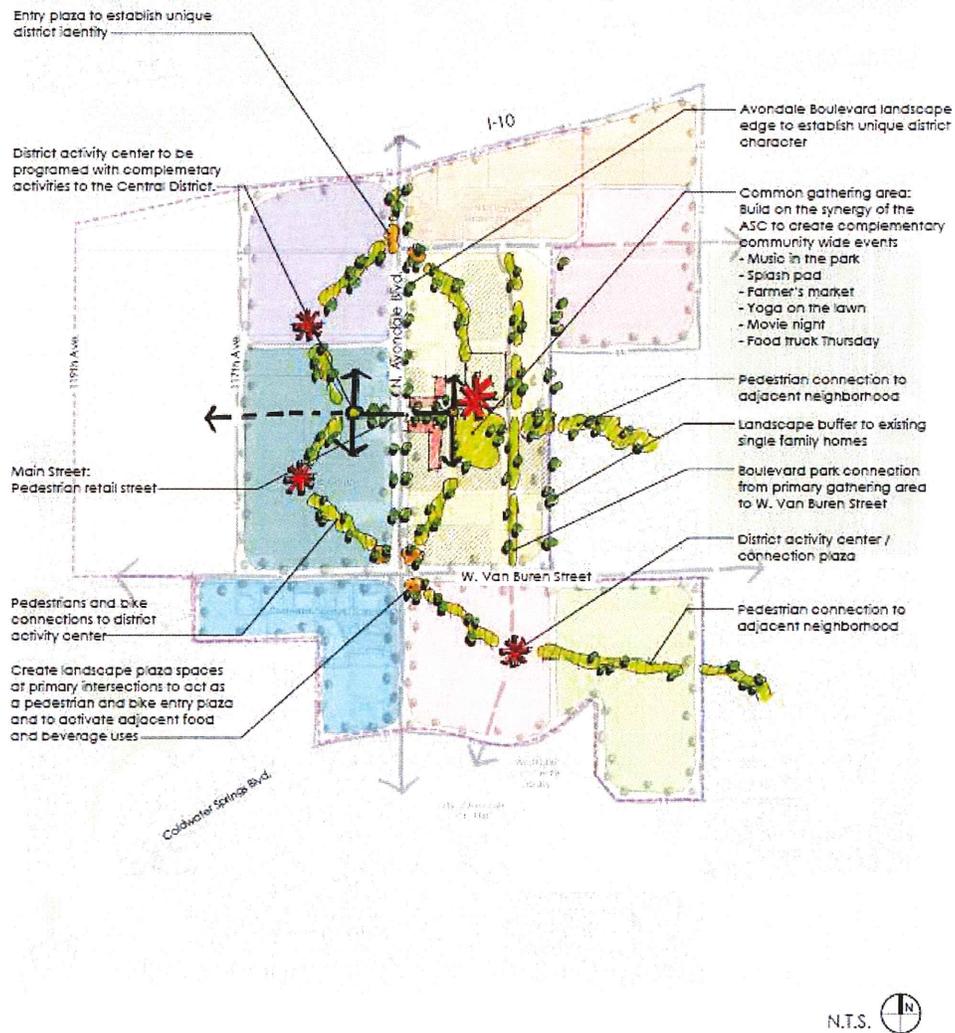


Figure 2-10 Open Space Connectivity

Note: The diagram illustrates a concept only. Final form and location of open space and amenities to be proposed by parcel developers.



Landscaping and Drainage

Site landscaping is critical to development projects because it provides recreation areas, incorporates nature into higher density development, and provides areas for stormwater drainage and retention. When carefully landscaped, the setbacks, recessed areas, and pathways within a project site plan contribute significantly to the overall project design.

On-site landscaping includes landscaped setback areas, landscaped storm drainage areas, pedestrian paths through landscaped areas, courtyards, swimming pools, and other passive or active recreation areas. It does not include areas that are enclosed and assigned for exclusive private use of an individual unit or tenant.

For all landscape and parking areas Low-Impact Development (LID) design and construction should be considered throughout the BSP to ensure the Avondale maintains its sustainable practices. The City Street Tree Master Plan identifies specific tree species along the arterial and collector rights-of-way throughout the BSP, as well as identifies main entry/gateways to further accentuate with dramatic landscape features.

In addition, stormwater retention should be provided in locations that allow for the retention areas to function as walking/jogging paths that will connect to the surrounding area as they develop. Direct connections to the Van Buren multi-use path should also be identified during site design to provide a safe entry into the development for walkers, joggers, and bicyclists.

Parking

Surface parking lots are sited within the BSP core to provide the most appropriate access to businesses. As the BSP intensifies, surface parking lots may be considered for replacement with parking structures to serve the parking demand needed for the BSP.

The strategy of creating multiple, smaller parking areas enhances the visually quality of the area, disperses the concentration of traffic to multiple points easing ingress and egress and allows users closer pedestrian access to their destination. Smaller lots also work well for future intensification as the lots can be converted to parking garages with office above or a residential wrap on the edges depending on market demand. In this scenario, the first-generation retail would remain as a retail wrap on the lower level of the parking garage.

Strengthening the urban feel of the development from Avondale Boulevard and Van Buren Street can be accomplished through street presence. Bringing buildings to the setback line will reduce the parking visibility as well as siting longer linear buildings on the frontage in lieu of individual pad sites.

Allowing people to park in proximity to their destination will result in more people walking along the internal streets and will reduce internal vehicular traffic. This will provide a valuable pedestrian and bicycle link through the site. The plaza spaces at the primary corners of Avondale Boulevard allow for easy access into the core area. The pedestrian and bikeway can be linked to adjacent neighborhoods allowing even more pedestrian and bike traffic into the central gathering area, especially from the Van Buren multi-use path.

Buildings

Buildings within the BSP need to be designed to be attractive and present contemporary and modern style architectural designs using materials appropriate for this style of architecture. Natural materials, vertical and horizontal elements, unique forms, and vibrant colors are encouraged. Building design needs to conform to the City's adopted Commercial and Industrial Design Manual and the Multi-Family Residential Design Manual.

Orientation

- Buildings should be oriented to face public streets. Building frontages should be parallel to streets, and the primary building entrances should be located on a public street. Where public streets are not provided, developments should treat private primary drive aisles in a similar fashion, fronting buildings upon these primary aisles, establishing a pedestrian-friendly "main street" environment.
- Facades facing streets, plazas, and courtyards should be lined with windows. Where blank walls are necessary, they should be architecturally enhanced and should be on side or interior facades not facing streets.
- All building facades facing streets, parks, or public open space should be designed with a unified palette of materials and architectural details, and incorporate shade elements.

Massing and Articulation

- Buildings should be well articulated with changes in roof heights and vertical planes to reduce the appearance of massing and create interesting building silhouettes.
- Buildings should provide contemporary architecture which utilizes a diverse color palette and a wide range of materials and colors that provide visual interest at a pedestrian scale that create a very distinct and unique area in the City not like any other.
- Building massing should include features that add depth, shadow, and architectural interest such as balconies, recesses, cornices, and bay windows.
- Window recesses, doorways, columns, overhangs, and other architectural elements should be substantial in depth to create shadow and architectural relief. Projections and recesses should be incorporated throughout the façade design with minimum depths of four to twelve inches.
- All building facades should have a well-defined base that incorporates design strategies such as thick walls, special materials such as form-lined concrete, richly textured materials, or deep window recesses.
- Buildings should have a recognizable roofline and parapet design that employs design strategies such as: Step-backs on upper floors, cornice treatments, roof overhangs, roof brackets, stepped parapets, special materials, or mechanical equipment screens designed as sculptural elements. For buildings over 6 stories tall, the “top” should include a minimum of the top habitable floor and the penthouse for mechanical and other equipment.
- Building design should be respectful of adjacent buildings and create transitions of appropriate height and scale.

3.0 Implementation Strategies

This Plan acts as a guidebook to foster development of the BSP by expanding on its assets and providing implementable actions to enhance the overall sense of place and create a thriving, innovative, live-work-play environment. This is accomplished by establishing proactive goals and strategies to encourage new and expanded investment consistent with the Vision Statement and supported by a funding strategy. These goals and strategies originate from the feedback and issues identified through the public outreach efforts, stakeholder interviews, and input from staff, appointed and elected officials.

3.1 Development Goals and Strategies

The goals and strategies established for the BSP help resolve the identified issues as stated above. Goals represent an ideal end state of the BSP as reflected in the Vision, and strategies are implementable actions that assist in achieving the associated goal. Each strategy identifies the type, estimated cost, and timeframe for completion.

- Capital Improvement (CI). Capital Improvement strategies are infrastructure improvement projects and/or other city capital investments.
- Program (P). Program strategies are new, or expanded existing programs, that can be implemented within the BSP to help facilitate development.
- Regulatory (R). Regulatory strategies include modifications and/or amendments to existing City regulations, plans, guidelines, and similar to encourage development.
- Incentive (I). Incentive strategies include mutually beneficial partnership opportunities that encourage and attract new investment consistent with the Vision of this Plan.
- Marketing (M). Marketing strategies address approaches to promote the BSP to generate new investment.
- Assessment (A). Assessment strategies include areas and features where additional studies will help better inform development requirements.

The timeframe for completion is divided into three categories:

- 1-3 years: Housing and fill existing retail liner space
- 4-5 years: New retail development, more housing
- 5-7 years: Other users, perhaps office

Table 3-1. Development Goals and Strategies

Goal #	Strategy	Type	Timeframe	Order of Magnitude Cost
G1	Create a district that is a vibrant, inclusive, day-night community attracting businesses, residents, and tourists from across the region			
1a	Amend the City's General Plan, creating new land use designations based on the six districts and applying them to the Land Use Map	P	Short-Term	\$10K-\$20K Planning
1b	Amend the Zoning Ordinance to create an "Opt-In" replacement zoning district to the existing CCD zoning	P	Short-Term	\$10K-\$25K Planning
1c	Work closely with the surrounding local business and community leaders to develop a targeted marketing strategy for the BSP	CI	Short-Term	\$5K-\$15K Planning
1d	Design unique branding, wayfinding, and pedestrian amenities for the BSP that reflects the District's character and identity	CI	Mid-Term	\$50K-\$100K Planning
1e	Allow for and promote mixed housing within the the BSP, offering a variety of housing options for all ages	R	Long-Term	No cost
1f	Coordinate with local business and community leaders to hold regular events within the BSP area	P	Short-Term	\$15K per event
G2	Attract new and expanding businesses to the BSP that help drive development			
2a	Attend ICSC and other trade shows, hold meetings with local brokers, conduct site tours, and partner on business development strategies with retail tenants.	I	Short-Term	\$25-\$50K Plan and program identification
2b	Identify infrastructure improvements along key corridors, and secure funds for improvements	CI	Short-Term	\$5 mil
2c	Partner with a post-secondary education institution to locate a campus	M	Long-Term	ED Incentives
2d	Organize job and business training classes through a regional program featuring financial tips, local assistance programs, and other important information to encourage local entrepreneurship in the BSP	P	Short-Term	\$5K per year
G3	Create an attractive, safe, and well-connected district that fosters walkability			

Goal #	Strategy	Type	Timeframe	Order of Magnitude Cost
3a	Ensure ADA compliant sidewalks are along all roadways with no obstacles impairing movement	CI	Long-Term	\$25,000 per year
3b	Develop mid-block crossings along segments of major arterials that are over 450 feet in length between signalized street crossings to safely allow pedestrians to cross	CI	Long-Term	\$500K-\$1M per crossing
3c	Upgrade the Avondale Boulevard landscape median to beautify the City's roadway and enhance infrastructure on all collectors	CI, P	Mid-Term	\$100K+ Planning and Design \$500K-\$1M Construction Per mile
3d	Encourage public and private investment into public art	P	Short-Term	Varies
3e	Amend the Citywide wayfinding sign plan and tenant sign design criteria to help navigate people to and through the BSP	CI	Short-Term	\$50K+ Planning and Design \$100K-\$500K Construction Per mile
3f	Identify short and long term parking lot locations to include future parking garage needs.	CI	Long -Term	\$5K-\$25K
3g	Develop artistic entry gateways into the BSP and relocate the existing well site at the corner of Roosevelt Street and Avondale Boulevard	CI	Mid-Term	\$50K+ Planning and Design \$500K - \$1M Construction
3h	Support the establishment of a Commercial Owners Association in the Park Avenue District to ensure long-term upkeep and maintenance of the core area	CI	Mid-Term	\$50K+ Planning and Design \$100K Construction
G4	Enhance infrastructure to meet needs of 21st century businesses			
4a	Study water and sewer infrastructure demands and capacities to identify potential deficiencies and areas of improvement to support expanded needs	A	Mid-Term	\$100-\$150K
4b	Ensure roadways support multimodal transportation, including walking and biking	CI	Long-Term	\$2M-\$5M
4c	Restrict truck routes through the BSP	R	Short-Term	No Cost

Goal #	Strategy	Type	Timeframe	Order of Magnitude Cost
4d	Expand the potential of wireless networks to meet the developing technology needs, including expanding fiber optics connections throughout the BSP to provide high-speed internet capabilities	CI	Long-Term	\$10M+
G5	Facilitate development of mixed-use projects within the BSP to create a live, work, play environment			
5a	Develop a marketing strategy to inform investors of the assets and opportunities with highlighted available properties within the BSP	M	Short-Term	\$10K
5b	Support the development of obsolete sites within the core area to incorporate a mix of uses, including residential, commercial, and employment by expediting development reviews and reduced fees on a case by case basis	I	Short-Term	\$100K hard and soft costs per site
5c	Establish an incentive program to encourage property owners to strategically consolidate lots to help foster mixed-use development, with priority given to properties within the BSP core area	I	Short-Term	\$100K hard and soft costs per site
5d	Market city owned property, offer incentives, and individual development agreements for specific projects that meet the intent of the Park Avenue District.	MI	Short-Term	\$250,000 per yr
5e	Offer marketing of businesses on billboards and City owned monument signs in the BSP.	MI	Short-Term	No Cost
5f	Conduct an RFP proposal for a P3 or other partnerships in the Park Avenue District.	MI	Short-Term	No Cost
G6	Ensure safe and low crime environment as the BSP develops			
6a	Encourage large developments to incorporate police/security kiosks to help patrol local areas	CI	Short-Term	\$50K-\$100K
6b	Incorporate Crime Prevention Through Environmental Design (CPTED) standards for both public and private development in the BSP	R	Short-Term	No Cost

Goal #	Strategy	Type	Timeframe	Order of Magnitude Cost
6c	Implement a community crime prevention program through education and close communication with residents to help keep their neighborhoods safe	P	Short-Term	\$50K per yr. per ½ FTE
G7	Increase homeownership rates			
7a	Encourage a wide range of housing opportunities for all ages and income levels, including move-up housing and multigenerational housing.	R	Long-Term	No cost
7b	Offer new multi-family developers a 15% impact fee reduction for projects that meet the intent of the district.	P	Short-Term	\$250,000 per yr

Table Notes:

CI – Capital Improvement

P – Program

R – Regulatory

I – Incentive

M – Marketing

A - Assessment

3.2 Funding Strategies

Implementing a specific plan over a large area, such as the BSP, is likely to require a substantial investment of capital. While some of these facility upgrades and expansions could be funded through direct investment of the property owners, some owners may require some form of financial incentive to encourage development. In addition, the City of Avondale may determine that some level of public investment is desirable to encourage development in targeted areas. This investment by the City could be in the form of utility upgrades; public amenities such as parks, sidewalks or traffic improvements; or through a development partnership to create new development on properties currently owned by the City.

This section provides an overview of some of the programs that could be used to help promote and encourage development. This section is intended to provide an overview of a selection of available programs that could be considered by the City and is not meant to be an exhaustive list of available programs.

Development Financing Opportunities

In general, financing incentives for redevelopment are typically focused on local and state programs such as improvement districts, zoning/density incentives, investment funds, economic development investments, and public financing through bonds.

Arizona Special Taxing Districts

Title 48 of the Arizona Revised Statutes authorizes a variety of special taxing districts. Specifically, Chapter 4 of Title 48 authorizes Municipal Improvement Districts for:

- Article 1 – Opening, Widening, and Closing Public Ways;
- Article 2 – General Public Improvements and Improvement Bonds;
- Article 3 – General Improvement Fund and Investment Bonds;
- Article 4 – Refunding Municipal Improvement Districts Bonds for Savings;
- Article 5 – Street and Highway Improvement Bonds; and

Among the taxing districts that could be used to support redevelopment are Articles 2 and 3.

Article 2. General Public Improvements and Improvement Bonds

This Article can be used to widen or pave streets; construct or repair conduit; construct or repair sidewalks, railroads, manholes, culverts, parking, curbs, gutters, and pipes; construct or repair sewers, drains and collection systems for sanitary and drainage purposes; construct or repair waterworks, ditches, channels and associated systems for carrying stormwater or water; construction or repair of lighting, plants, poles, wires, conduits, lamps or standards; grading, paving or other improvements to off-street parking and related entrances.

Article 3. General Improvement Fund and Investment Bonds

Article 3 allows municipalities to incur bonded indebtedness to fund a “general improvement fund”.

Government Property Lease Excise Tax Program (GPLET)

One of Arizona’s available redevelopment tools is the GPLET Program. The goal of the program is to help reduce the operating costs of a redevelopment project by replacing the real property tax with an excise tax. The program can be used for up to twenty-five year, requires that the land and buildings be transferred to a government entity, and leased back for private use. However, under current legislation, the land and the improvements must be conveyed back to the lessee after eight years. GPLET excise taxes are computed on a per square foot basis, based on the property use type.

APPENDIX - AVONDALE CITY CENTER MARKET ANALYSIS (The BLVD)

MEMORANDUM

To: Matrix Design Group, Inc.

From: Elliott D. Pollack & Company

Date: March 28, 2019

Re: Development Opportunities for Avondale City Center (The BLVD)

Elliott D. Pollack & Company was retained to assess the market area surrounding the Avondale City Center and report the City Center's potential opportunities to develop residential and commercial projects in the short and long term. The following assessment outlines a market-driven outlook for each major land use.

Residential

With close proximity to the I-10 freeway, residential products with medium to high density would be suitable residential products within the City Center master plan and help support additional commercial development. Development types that would have appeal to developers in today's market include multi-family, single-family rental communities, condominiums, townhomes, and clustered, small-lot single family residential. However, the sites located within the City Center are still competing with other West Valley sites as well as the broader metropolitan region. There are many sites considered superior to the City Center that will likely develop first. But the City Center is most certainly in the path of eventual residential development.

For example, apartment construction has been concentrated in the urban areas of Metro Phoenix. Of the 155 complexes built in Maricopa County since 2014, the majority (93 complexes) have been built in Phoenix, Scottsdale and Tempe. These cities also command the highest rents with complexes in the remaining suburban cities having rents generally much lower. Most of the construction activity has also occurred in either Phoenix (primarily the central city) or the East Valley. Only 18 communities (11%) have been completed in the West Valley. Two of those were in Avondale. These historical capture rates are important to understand both the potential and limitations for opportunities moving forward.

There have been positive trends in apartment development for the suburban areas of the Valley, especially for sites with freeway access. Just a few years ago, there were no active apartment projects west of the I-17. Today, there are several projects that have been built, under construction, or in the planning stages. Close proximity to the freeway is a common site selection factor for these suburban apartment projects. The recently completed 400-unit Avalon apartment community

Elliott D. Pollack & company

(located north of McDowell on 103rd Avenue, north of the Harkins and Costco anchored Gateway Pavilions shopping center) is one example of that positive trend for continued suburban and West Valley multi-family development. The absorption activity at Avalon over the next 12 to 18 months will help to prove the market for additional apartment communities in Avondale.

As of the latest projections from the Maricopa Association of Governments (MAG), modest growth in residential development is anticipated in and immediately surrounding the City Center. By 2030, MAG is projecting 300 to 350 new dwelling units in the zones that encompass the City Center. Beyond 2030, MAG expects the City Center region to experience much more robust growth, especially in the northwest area. These projections report nearly 1,350 new residential units between 2030 and 2040 and an additional 1,100 units in the decade following (2040-2050). This equates to approximately 1,000 new residents in and around City Center by 2030 (6,300 total residents) and nearly 3,600 new residents between 2030 and 2040 (9,900 total residents). By 2050, the City Center area is expected to have 12,800 residents.

The planned opening in 2019 of the first phase of Mattamy Homes' Roosevelt Park II, with 233 homes (607 total homes at build out) at the northwest corner of 107th Avenue and Van Buren will allow the immediate area to exceed MAG's initial projection for the 2020-2030 period. Additionally, proposed residential projects such as Fairway Townhomes (161 units at the SEC of Fairway and Van Buren) and further south such as Del Rio Ranch Phase III (491 homes), Verde Trails (over 1,000 homes), Alamar (3,695 homes) and Entrada (estimated 600 homes) are all positive trends for the continued growth in the southern region of Avondale.

South Avondale Development Pipeline					
Map	Project	Location	Type	Size	Status
Commercial					
1	Residence Inn by Marriott	E of SEC Avondale Blvd & I-10	Hotel	102 rooms	U/C
2	My Place Hotel	NEC Avondale Blvd & Dale Earnhardt	Hotel	63 rooms	U/C
3	Avondale 50	N of NWC 119th Ave & Van Buren	Bus. Park	49 acres	Proposed
Residential					
4	Del Rio Ranch Phase III	W of El Mirage Rd S of Buckeye Rd	SFR	491 homes	Planned 2019
5	Roosevelt Park Phase II	NWC 107th Ave & Van Buren	SFR	607 homes	Planned 2019
6	Verde Trails I & II	SWC 107th Ave & Broadway	SFR	675 homes	Planned 2019
7	Alamar Phase I	SWC Avondale Blvd & Broadway	SFR	461 homes	Planned 2020
8	Fairway Townhomes	SEC Fairway Dr & Van Buren	TH	161 homes	Proposed
9	Entrada	NWC 107th Ave & Broadway	SFR	600 homes	Proposed





It is our opinion that interest could be generated for residential projects at various City Center sites over the next several years. We recommend that the City be proactive in engaging developers and consider development agreements that may help induce development to the City Center over competing West Valley locations, especially if community benefits such as workforce housing can be incorporated. With public investment, the development timeline projected above could be accelerated, which would then accelerate the feasibility of commercial elements.

Retail

Market conditions existing today in the retail real estate sector have been severely affected by the last recession. The latest business cycle exposed significant longer-term challenges for the brick-and-mortar retail market in Greater Phoenix as well as trends that will affect how the market performs in the future. Following are some of those trends and challenges.

- **Domination:** The market has become dominated by big box retailers and power/community shopping centers. The Avondale market area illustrates a similar trend. There are numerous power centers and anchored shopping centers along I-10 from 99th Avenue to Pebble Creek Parkway, with nearly every retail and restaurant segment and brand found within these centers.
- **Obsolescence:** Retailing is constantly changing resulting in some companies going out of business as others are entering the marketplace. Currently, restaurants and value-oriented retail are the most viable in the market and actively expanding.
- **Greater Phoenix is Over-Retailed:** Because of the region's tremendous history of growth, virtually all national retail chains want to be here, resulting in more retail space than is demanded by the population.
- **Consolidation:** As retail market conditions change, consolidation of companies within the industry occurs. This trend is particularly evident in the grocery store sector.
- **Internet or E-Commerce Sales:** A long term threat to brick and mortar retailing.

Within the last 15 years, the market has seen seismic shifts in the manner in which people purchase retail goods and services. Clearly e-commerce has had a significant impact on brick-and-mortar retailers. However, the public has also shown a strong preference for purchasing goods and services at big box retailers, many of whom have transitioned into modified grocery outlets.

The Greater Phoenix retail market had a relatively healthy 2018, with both reduced vacancy and continued absorption, albeit more modest than in 2017. With the local economy remaining healthy and the housing market continuing on its path of development, expanding retailers will sustain the momentum in the market, particularly among restaurants and other small-space users that thrive when household incomes increase.

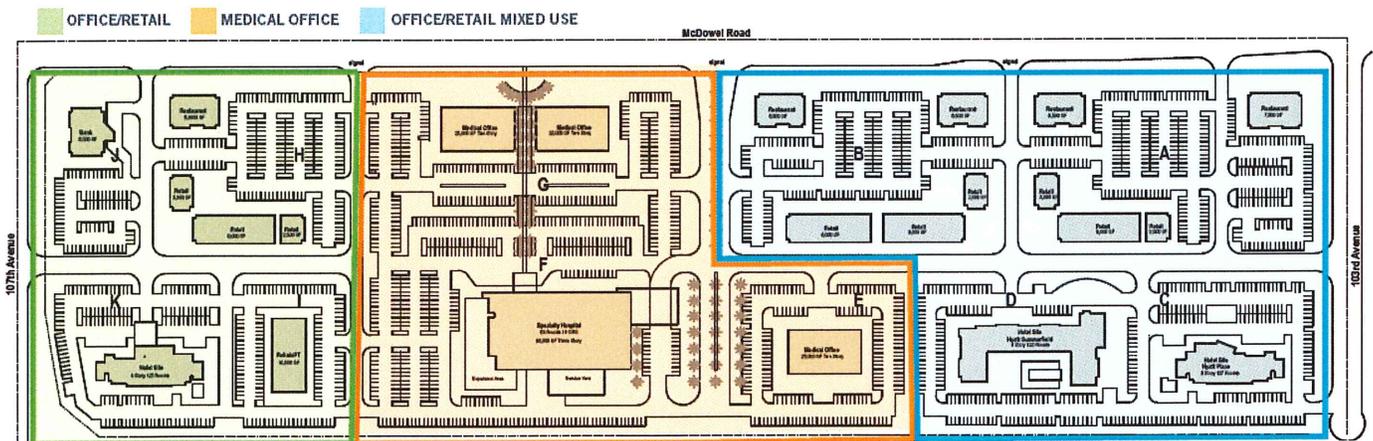
There will continue to be competition for retail tenants in the trade area surrounding Avondale City Center. In the West/Southwest submarket, there is 1.2 million square feet of retail space planned in existing and future shopping centers.



Retail Construction Phases Under Construction & Planned Q3 2018					
Property Name Address	Total SF Year Built	Existing	Under Construction	Planned	Development Type
ALDI Laveen Center SE Baseline Rd/59th Ave	52,900 2019			52,900	Neighborhood Center
Canyon Trails Towne Center NE Yuma Rd Cotton Ln	700,000 2008	389,271		139,300	Power Center
EoS Fitness NE Encanto Ave/75th Ave	81,000 2018	35,000		46,000	Neighborhood Center
Estrella Commons SEC I-10/Estrella Pkwy	190,400 2019			190,400	Neighborhood Center
Laveen Park Place SW Baseline Rd/59th Ave	273,763 2018			273,763	Power Center
Maya Cinemas SW McDowell Rd/67th Ave	83,076 2019			83,076	Neighborhood Center
Park 10 SE Mcdowell Rd/107th Ave	146,305 2016	69,665		76,640	Retail/Office
Pebblecreek Village SW Mcdowell Rd Pebble Creek Pkwy	176,420 2018			176,420	Neighborhood Center
Sundance Marketplace SE Yuma Rd Watson Rd	64,151 2018			64,151	Community Center
Village Grove at Verrado NW Indian Schl Rd Jackrabbit Trl	173,557 2018			140,270	Neighborhood Center
Properties: 10	1,941,572	493,936		1,242,920	
Source: CBRE					

Centers closest to City Center include:

Park 10, a 43-acre mixed use project at the northeast corner of I-10 and 107th Avenue which is available for retail, medical and office uses. Nearly 70,000 square feet has been developed at the eastern edge of the property.

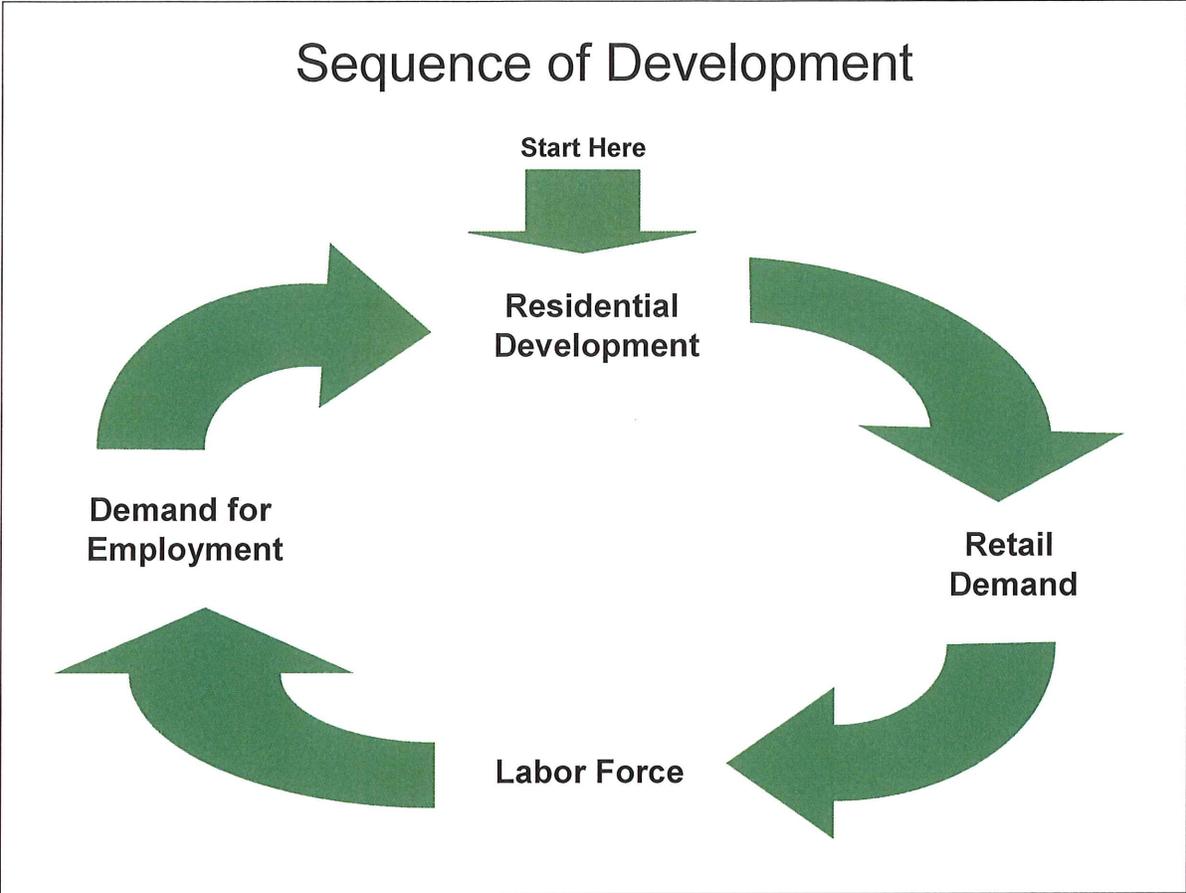


Estrella Commons, at the southeast corner of I-10 and Estrella Parkway. This is a mixed-use plan including two hotel sites, nearly 170,000 square feet of commercial space including a grocery store and theater, single family subdivisions totaling 430 homes, an apartment community and a 290-unit single family rental community.



Continued residential development in all forms within and surrounding the Avondale City Center will be critical to the eventual success of the City Center vision. As the following graphic helps to illustrate, local residents will be the main source of retail demand and also provide a local workforce for eventual office development. This residential development must come first, eventually building to a critical mass of residents to attract additional retailers.





According to ESRI demographics, there is generally a surplus of retail in the surrounding market area compared to local resident demand. However, retail gaps were identified in the immediate 1-mile radius surrounding the City Center. The 1-mile area around City Center is currently underserved in nearly every retail category, though many of these needs can be found within two miles of City Center and do not necessarily represent an opportunity for additional retail development.

The largest underserved retail categories that would have potential opportunities at City Center include food and beverage stores, food services and drinking places, and general merchandise stores. by just over 52,000 square feet. This amount of calculated space does not justify additional retail development in regard to general merchandise or food and beverage stores. However, it does indicate that there may be opportunities today for new restaurant, fast food, coffee shop, or other food away from home options, which would serve the local population, hotel guests, and patrons of the sports complex. ESRI reports a \$6.9 million leakage of restaurant demand, equating to between 13,000 and 20,000 square feet of potential restaurant development.



Retail MarketPlace Profile

Avondale City Center - 1 Mile Radius

Summary Demographics

2018 Population	8,710
2018 Households	3,003
2018 Median Disposable Income	\$44,958
2018 Per Capita Income	\$22,226

2017 Industry Group	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap
Motor Vehicle & Parts Dealers	\$18,042,388	\$86,681,105	-\$68,638,717
Furniture & Home Furnishings Stores	\$2,821,052	\$0	\$2,821,052
Electronics & Appliance Stores	\$2,849,598	\$0	\$2,849,598
Bldg Materials, Garden Equip. & Supply Stores	\$5,304,237	\$1,431,123	\$3,873,114
Food & Beverage Stores	\$14,412,872	\$936,852	\$13,476,020
Health & Personal Care Stores	\$5,008,756	\$9,378,501	-\$4,369,745
Gasoline Stations	\$8,206,636	\$9,735,744	-\$1,529,108
Clothing & Clothing Accessories Stores	\$3,972,461	\$0	\$3,972,461
Sporting Goods, Hobby, Book & Music Stores	\$2,382,426	\$0	\$2,382,426
General Merchandise Stores	\$16,422,645	\$0	\$16,422,645
Miscellaneous Store Retailers	\$3,306,935	\$223,324	\$3,083,611
Nonstore Retailers	\$803,539	\$69,666	\$733,873
Food Services & Drinking Places	\$9,369,856	\$2,516,042	\$6,853,814

Source: Esri and Infogroup. Esri 2018 Updated Demographics. Esri 2017 Retail MarketPlace. Copyright 2018 Esri. Copyright 2017 Infogroup, Inc. All rights reserved.

Some of the most actively developed retail types in today's market include restaurants, value-oriented retail, and local services. These users may be located within shops or freestanding pads. The uses that could be marketed for the City Center include fast food restaurants, fast casual restaurants, coffee shops, fitness/pilates/yoga studios, dry cleaners, hair salons, and nail salons.

Going forward, according to MAG's projection of population in the immediate area, new population will create retail demand for approximately 27,000 square feet of space over the next decade (2020-2030). This amount of space again denotes opportunities that are limited to freestanding pads or small shops in an unanchored development.

Based on our review of residential projects in the pipeline and the opportunity to attract additional residential development within and immediately surrounding City Center, it is our opinion that the area could reasonably experience twice as much residential growth as originally forecasted by MAG over the next 10 years, equating to demand for over 63,000 square feet of retail space, or the equivalent of a small neighborhood center.

In the longer term (2030-2050), a more substantial amount of retail will be warranted due to the expected population growth in the immediate and surrounding area. The anticipated growth in population in these later years should reach a critical mass of new residents to attract an anchored



neighborhood center and other retail development in excess of 100,000 square feet of commercial space. This could include a major anchor tenant such as a grocery store or family entertainment center. With the extensive residential master planned subdivisions located further south near Broadway Road planned to begin opening in 2019 and 2020, a larger retail anchor with a draw of 3 to 5 miles may be possible at City Center.

Hospitality

Similar to residents, hotel development provides an influx of disposable income spending by visitors in categories such as transportation, restaurants, retail, personal services, and entertainment. These tourists act as a base industry sector by bringing dollars from outside the region into Avondale to spend while creating minimal need for City services. More importantly, as each new hotel project is constructed and achieves stabilized occupancy, they will incrementally create additional demand for nearby retail and restaurants. This supplements the demand from permanent residents.

Avondale has done a tremendous job leveraging its I-10 freeway access and visibility to attract hotel development. With the existing hotels of Hilton Garden Inn and Homewood Suites by Hilton and the two new hotel projects (Residence Inn by Marriott – 102 rooms, My Place Hotel – 63 rooms), the City Center is experiencing success in developing a hospitality core. Continued hotel development should be encouraged as the market grows or for differentiated hotel segments that do not cannibalize the existing hotels' market share.

Office

Typically, the office market is one of the last commercial real estate sectors to enter a suburban city. By comparison, retail development is usually the first commercial sector to enter a community after housing/residential development and when population growth reaches a critical mass. In this southern area of Avondale, a critical mass of population is still developing, and Avondale will begin to see office development only after continued significant growth in residential and retail development.

Office developers prefer to cluster office buildings in high traffic, accessible locations, preferably near amenities. Approximately 87% of all speculative office space in Maricopa County is located in three cities – Phoenix, Scottsdale and Tempe. Absorption in suburban areas is typically modest and the Avondale office market will in all likelihood experience slow growth. Given the amount of office land available along the I-10 and Loop 101, Avondale City Center will be challenged to compete with other potential office sites.

The demand for mid-rise office buildings along Avondale Boulevard is most likely still decades into the future. Based on the current demographic characteristics of the population surrounding the City Center area, competition from other West Valley communities that have similar, if not better, assets to attract office employers (including the Westgate area in Glendale along the Loop 101), and employment growth that will still take some time to mature as the West Valley shifts from blue collar employment to management and professional jobs, office development at City Center will take quite some time.



The most likely interim office/employment development opportunities for the City Center in the near term will be local serving office users that can locate in unanchored retail centers or neighborhood centers often anchored by a grocery store or other major tenant with regional name recognition. Service oriented office tenants are ideal for smaller centers. These users prefer to be located close to a population base and can include personal and medical services. These office users are well suited to occupy a modest amount of space that can be located within an in-line shop or as a freestanding pad. The most marketable users today could include:

Medical

- Dental/Orthodontic offices
- Physical Therapy
- Chiropractor
- Primary Care Physician
- Dermatology, Esthetician, Weight Loss or Other Specialization

Local Services

- Insurance Providers
- Financial Advisors
- Tax Accountants
- Real Estate Agency
- Banking

Modified SWOT Analysis

Weaknesses and Threats

1. At 402 acres in size the City Center Plan is likely too large. Downtowns of most moderately-sized cities are much smaller in size. For instance, Downtown Tempe is roughly 90 acres in area. Lifestyle centers similar to Kierland Commons or the Scottsdale Quarter are no more than 40 acres in size. The plan for the Avondale City Center has attempted to address an area that is too large in area with many divergent uses.
2. The fractured ownership of the City Center area makes it difficult to implement an overall plan of development. Projects that have endorsed many of the design objectives of the City Center Plan have been developed under a single unified ownership. This allows for creation of a lively street scene, outdoor cafes, walkability, open spaces, and other amenities. It also allows for unified planning, marketing, and phasing of the project.
3. The market area is impacted by the extent of non-residential uses, typically industrial uses, located to the east and west of Avondale Boulevard. This reduces the support for retail and other uses in the City Center.
4. To date, the City Center has developed in a haphazard manner and uses that might have benefited the City Center have developed in other locations. As a result, apart from the sports facility, the current City Center development does not have a focus or center of activity/attraction for residents. For instance, the Akos Medical Campus that is locating on McDowell Road could have served as an anchor for the City Center. Likewise, the City Hall campus that could serve as a partial anchor for the City Center is located outside of its boundaries. Making connections from City Hall to the City Center could help to mitigate this somewhat and help drive more traffic to the site.



5. The retail market surrounding the City Center is very mature and most major retailers have already located within the market area. Retail development has largely passed over Avondale Boulevard in favor of 99th Avenue, Litchfield Road, Dysart Road, and sites farther west in Goodyear. The opportunity to capture a major retail anchor appears limited. Future retail development in the City Center will likely be neighborhood serving – grocery stores, personal services, small office users (dentists, insurance, etc.), and similar uses.
6. The surrounding trade area is limited in size with moderate incomes. According to the American Community Survey 2013-2017 5-Year estimates, there are 22,758 persons in 7,128 households within one mile of the intersection of Avondale Boulevard and Van Buren. Household incomes are moderate at approximately \$49,000. By comparison, the median income in Maricopa County is \$58,580. In the near term, the limited population levels near the City Center will impede development.

Strengths and Opportunities

In spite of the above weaknesses, the longer-term opportunities for development of the City Center appear very positive.

1. The population of the market area that will support development in the City Center should grow rapidly. Some of the nearby residential subdivisions include Roosevelt Park II with 607 homes, Verde Trails with more than 1,000 homes and Alamar with nearly 3,700 homes. The Fairway Townhomes project of 161 units is also proposed on Van Buren Street and Fairway Drive.
2. The City Center area is an infill location that over time will become more valued as a potential site for mixed-use development.
3. High density residential development is key to the success of the City Center. The plan appears to have significant areas designated for such uses.
4. The City Center Plan can be designed as a phased plan that will allow for an increase in the intensity of uses over time as the market demands. The parking lots of today can be converted to structured parking to support office development in the future. The plan needs to establish implementation measures for the near-term, so development can proceed incrementally under a vision for the area that will allow for transition to more intensive uses over time.

Conclusions

While the above weaknesses are impediments to future development in the City Center, the City has recognized that some changes are needed. The amendments to the design standards for the Empire property west of Avondale Boulevard will serve to encourage near-term development in the City Center. However, the City should still promote the development of a neighborhood-serving retail center that stands out from others and provides for walkability, outdoor uses, and other design objectives. This development could jumpstart other projects as well.

An example of a traditional retail center that stands out from others is the 92,000 square foot Paseo Village in McCormick Ranch in Scottsdale. The center is now 25 years old and has



undergone changes in tenants over the years, losing a grocery store which is now occupied with a fitness center. The complex has lush landscaping and walkways within the parking lot. A gas station is even included at the northern end of the center. Adjacent to the center to the right, a church is being redeveloped into office and restaurant space.



Initial phases of commercial development at the City Center will be constrained by a limited market. It is recommended that development proposals be allowed flexibility to address these market constraints while maintaining an eye on the long-term City Center vision. This will require a collaborative effort on the part of the City leadership, staff, property owners and the development community.

Long term redevelopment of properties over time – whether as individual buildings undergoing expansion or remodels, future conversion of surface parking lots into parking structures, or adaptive reuse of buildings including possibly tear downs of buildings from early phase of



development— has a legitimate role in the long-term development of the City Center Plan over time. Redevelopment as a strategy to respond to changing market conditions over time is consistently used in city centers within communities throughout the Valley.

The City’s vision for this area as an important employment center capable of accommodating retail, hotels, office buildings and high-density residential uses can be achieved in the long term. However, the implementation process must be tempered with the realities of the real estate market and the site relative to competing areas. The vision can be achieved over the long term if the underlying planning standards, guidelines and zoning are set in place to permit interim development of property in the short and intermediate terms which will benefit the City as well as property owners, and ultimate development of property at higher density and intensity as the real estate market in the West Valley matures and demand for employment expands.

From an economic perspective, the key to a successful Avondale City Center is phased development of property over the long term, much like what has occurred in other parts of the Valley where redevelopment activities are underway due to strong demand for retail or office uses. The City Center Plan must be designed to accommodate land uses based on current demand as well as future demand.

Adopting planning standards and guidelines that permit phased or staged development of retail and office sites along Avondale Boulevard will bring significant benefits to the City as well as to property owners. Conversely, forcing the area to lie fallow until demand for intensive retail or office development surfaces in the future will produce few, if any, benefits.

There are two main recommendations that could help to accelerate market demand for all types of development:

1. Identification of incentives and public/private partnerships that may become available to promote development of the City Center.

Public investment by the City can help induce development on a project by project basis or by engaging a master developer for certain sites within City Center. Careful construction of development agreements, verified to be a fiscally sound investment for Avondale, can help attract development and move a project beyond past hurdles that may have been related to the cost of infrastructure, design standards, or simply the market rents compared to expected development costs.

2. Identification of “catalysts” that will help promote or kick-start development of the City Center.

As the Specific Plan identifies, a major user could land in the northwest area of City Center and could include a corporate campus for a major employer, a post-secondary institution, or a major healthcare center. While expectations should be tempered (attracting a major user should be considered a low probability event), it still worth pursuing and planning efforts to make a site development ready and marketed to regional economic development agencies should be next steps.

