

July 2, 2008

7 Implementation Plan: Achieving the Vision

INTRODUCTION

Achieving the vision for Downtown will take an integrated effort by all city departments and a strong partnership between the city and the private sector. This effort involves changes to regulations, major capital improvements, private development, event programming, and marketing. Achieving the vision also requires champions—individuals and who are personally committed to accomplishing projects as part of their life legacy, and organizations that have the dynamic leadership to make the vision part of their corporate culture. Creativity and flexibility are essential, as Downtown is unlike any other area in Phoenix and requires solutions tailored to the urban vision.

Over the past 20 years, the city of Phoenix has accomplished many major projects that have had and will have a big impact: Chase Field, US Airways Center, ASU Downtown, light rail, convention center expansion, and the new Sheraton convention hotel. These projects have created an incredible framework for a successful downtown. However, the next 20 years will require a different focus. The community will need to carry out the many small projects that are necessary to fill in the established framework and create a masterpiece.



Proposed central space for CityScape.

PROJECT AREAS

To focus the initial implementation efforts, projects should be defined by project areas rather than by project type. Six project areas have been defined as priority areas for implementation, and interdepartmental teams should be assigned to each. Two teams—the Biomedical Campus Team and the ASU Campus Team—are already in place. Teams should be managed by an entity responsible for overseeing projects and implementing the Plan.

Policy 7-1 **Establish six project areas and identify an interdepartmental team for each area.**

- ASU Downtown (*Existing*)
- Biomedical Campus/Garfield Street/Roosevelt Row (*Existing*)
- Business Core
- Evans Churchill
- South of Downtown (SO DO)
- Van Buren

Policy 7-2 **Task the project area teams with implementation of the Connected Oasis projects as identified for each project area.**

Recommended improvements for the six project areas as identified in Figure 7-1 are discussed below.

ASU DOWNTOWN CAMPUS

- Streetscape Design and Improvements – continue planning, design and construction of the streetscape improvements which incorporate special streetscape elements such as banners, public art, and other pedestrian amenities that identify the campus area within the Downtown;
- Public Spaces – identify opportunities for development of small courtyards and plazas adjacent to the sidewalk or at building entrances with seating, shade, landscaping, and other amenities; and
- Shade structures – identify opportunities to provide freestanding shade structures at street corners and in other areas not shaded by buildings or street trees.

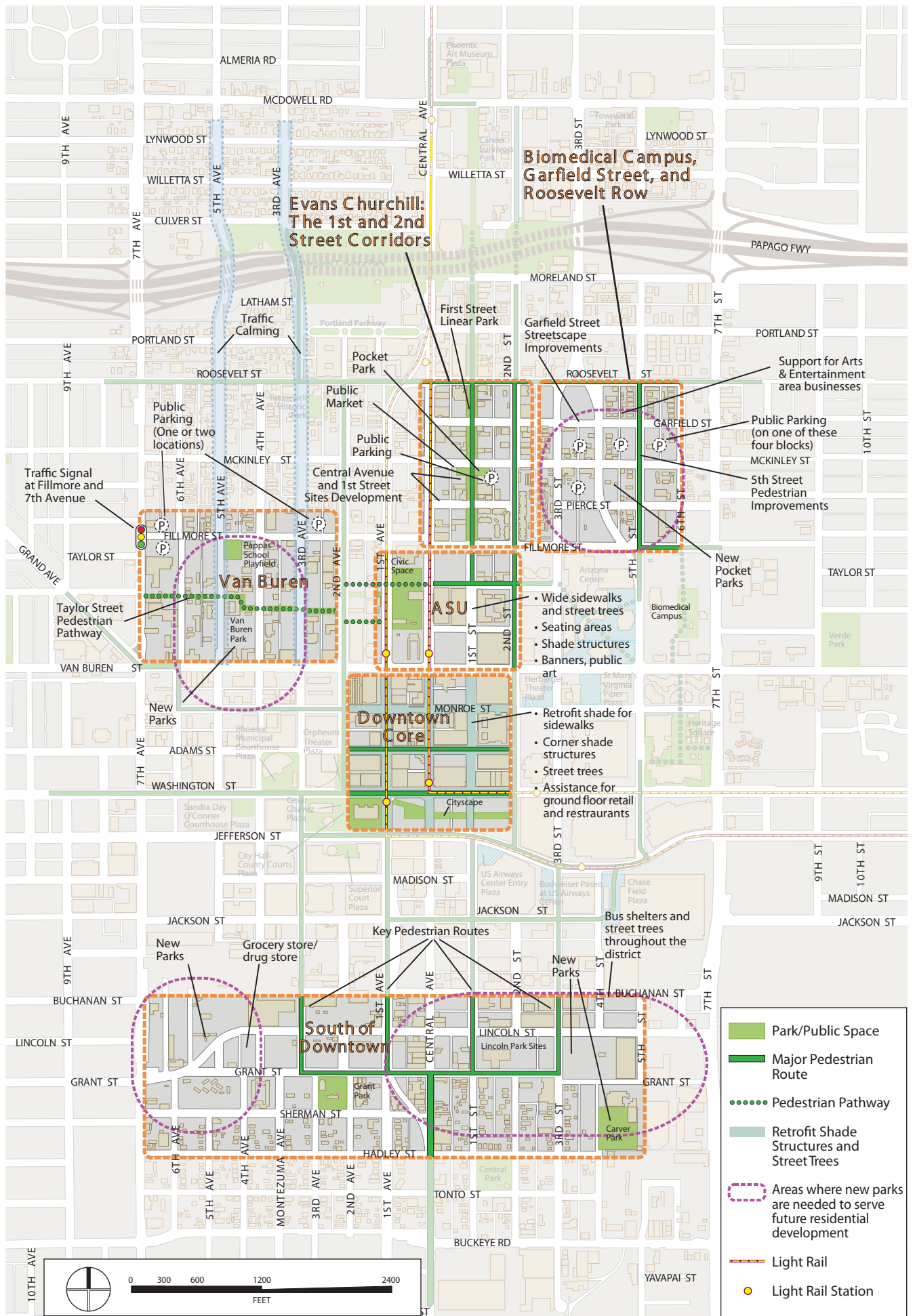


FIGURE 5-1 RECOMMENDED PROJECT AREAS

BIOMEDICAL CAMPUS/GARFIELD STREET/ROOSEVELT ROW

- Garfield Street – consider streetscape improvements that are built as part of the Biomedical Campus such as a small urban park, and a public parking structure that can be used by the Biomedical Campus during the day and in the evenings and weekends by customers of the Roosevelt Row businesses;
- 5th Street pedestrian corridor – provide for an enhanced north/south pedestrian corridor generally along 5th Street that connects the Roosevelt Row area through the Biomedical Campus to the cultural, entertainment, and sports venues adjacent to the Convention Center;
- Roosevelt Row businesses – consider zoning and/or building code exemptions for adaptive reuse of existing buildings; and
- Marketing and events – encourage First Friday and other events that establish the area as a destination and attract regular customers.

BUSINESS CORE

- PhxSCAPE – establish a program to work with owners to retrofit existing buildings with natural and/or structural shade;
- Corner shade structures – provide for trees or freestanding shade structures to shade pedestrians waiting at street corners; and
- Shade trees – coordinate with the Phoenix Urban Forestry program to provide trees, where physical space permits, to shade sidewalks and to cool pedestrian areas.

EVANS CHURCHILL

- Public Market – identify and acquire a permanent home for the Downtown Phoenix Public Market which would allow operation 7 days a week, include indoor and outdoor space with exterior shade structures, and the potential for use by a variety of market types;
- 1st and 2nd Street Pedestrian Improvements – provide for the installation of street trees, landscaping, new curbs, public art, and pedestrian amenities;
- Central Avenue and 1st Street development sites – coordinate with private development on major development sites in the area to include district parking and public plazas;
- Public Parking Structure – investigate the feasibility of constructing a parking structure to serve the public market, retail and restaurant businesses in the area, and ASU;

- Small urban park – consider a small urban park near the public market to serve as a community gathering place providing seating, shade, and other amenities; and
- Hance Park – analyze the potential for additional public facilities and activities to encourage more active use.

SOUTH OF DOWNTOWN (SO DO)

- New parks – consider acquisition and development of potential park sites with play fields;
- Pedestrian routes – develop pedestrian routes on 1st and 3rd Avenues, 3rd Street, and Grant Street in order to connect the Grant Park and Central Park neighborhoods and the Hope VI project to Downtown, with street trees and shade structures;
- Bus shelters – work with Valley Metro to provide benches and shade structures at bus stops;
- Street trees – coordinate with the Phoenix Urban Forestry program to plant street trees in planting areas throughout Central Park and Grant Park; and
- Grocery store/drug store – coordinate with the Downtown Development Office to identify potential sites, and to attract a grocery store and/or drug store tenant.

VAN BUREN

- Public spaces – consider acquisition and development of park sites to serve future residential development;
- Taylor Street Pedestrian Pathway – coordinate construction between private development and the city for courtyards and pathways that provide a continuous east-west pedestrian pathway, including street crosswalks;
- Public parking on Fillmore Street – consider the feasibility of a parking structure to serve both retail and restaurant uses along Fillmore Street;
- Support for neighborhood businesses on Fillmore – consider zoning or building code exceptions for older buildings, financial assistance, business attraction programs, and marketing and special events to attract customers;
- Traffic signal at Fillmore Street and 7th Avenue – install a traffic signal when warranted by traffic volumes and turning movements; and

- Traffic calming on 3rd and 5th Avenues – work with the neighborhoods to identify and install appropriate traffic calming devices, when warranted, to accommodate increased traffic volumes and moderate traffic speed.

IMPLEMENTATION PARTNERS

COORDINATION AND OVERSIGHT

To move forward with implementation of the Downtown Phoenix Plan, it is critical that a single entity be assigned the responsibility for coordination and oversight of the planning, design and construction of identified projects. The coordination entity should have the authority to call on the resources of multiple city departments, non-profit entities, and relevant governmental agencies in order to marshal the resources necessary to complete these projects. This entity should also provide coordination between the area project teams, and be the ultimate approval authority for public or private Downtown projects being processed through the site plan review process.

Policy 7-3 Identify a city entity responsible for implementation of the Downtown Plan. This entity should also serve as a development ombudsman with the authority to resolve issues within the development review process.

DOWNTOWN URBAN DESIGN COMMITTEE

With the adoption of the Form-Based Code and design guidelines identified in the Downtown Plan, it is critical that there be a committee formed that will be responsible for assisting with questions of interpretation in the Downtown. This committee will be a citizen advisory committee with the authority to make recommendations and resolve design conflicts that will then be incorporated into the site plan review process in the Development Services Department. This committee should include representatives from the development community, design professionals, and property owners in Downtown, the Central City VPC, and Planning Commission, and be limited to no more than 5 to 7 members.

Policy 7-4 Establish a Downtown Urban Form Review Committee to assist with interpretation of the Downtown Plan and the Form-Based Code.

SUSTAINABILITY COORDINATOR

Sustainability is an overarching theme and guiding principle for every aspect of the Downtown Urban Form Project. An interdepartmental team should be tasked with making the Downtown a model of sustainable development practices. There should be a high level sustainable development coordinator who works with city departments and private developers to institute new “best practices.”

- Policy 7-5** Designate a “Downtown Sustainability Coordinator” to institute best practices for sustainability in all city and private development projects in Downtown.
- Policy 7-6** Incorporate development standards into the Form-Based Code that respond to the sustainability concepts identified in the Plan.
- Policy 7-7** Establish a “Green Building” program as a pilot project in the Downtown with the potential to expand citywide.
- Policy 7-8** Develop a “green roof” program to encourage the use of roof tops in Downtown as usable open space and an amenity for residents, employees, and visitors.
- Policy 7-9** Introduce requirements for LEED certification, or as a minimum, meet LEED standards, for all new buildings and the rehabilitation of existing buildings.
- Policy 7-10** Establish a program to introduce new materials in both public and private projects, including streetscape projects that will help mitigate the Urban Heat Island Effect.
- Policy 7-11** Establish and implement the PhxSCAPE Project.

PUBLIC/PRIVATE PARTNERSHIPS

Public/private partnerships have a critical role to play in implementing the Downtown Strategic Vision.

Connected Oasis Project Champions

The Connected Oasis will have a greater chance for implementation if a group of champions forms to spearhead the effort – such as a “Friends of the Connected Oasis,” or the “Connected Oasis Conservancy.”

This should be a public-private non-profit organization that focuses on the following:

- Coordinating implementation of Connected Oasis projects;
- Raising funds for Connected Oasis projects;
- Advocating for Connected Oasis projects;
- Reviewing project designs;
- Working with non-profits that will use, fund, or implement Connected Oasis projects;
- Creating and support projects that have their own identity, for example, Sustainability Demonstration Projects; and
- Organizing and manage events in Connected Oasis venues.

Policy 7-12 Establish a public-private, non-profit organization to advocate for, and monitor implementation of the Connected Oasis.

Downtown Phoenix Partnership

The Downtown Phoenix Partnership (DPP) should play a key role in managing the future of Downtown. That role could be expanded to other areas of Downtown, if property owners join the established assessment district.

Policy 7-13 Encourage the Downtown Phoenix Partnership to expand its current role to include the following:

- PhxSCAPE Project – In conjunction with the city, spearhead the PhxSHADE Project to add shade, including retrofitting existing development by working with building owners to install shade structures, and wherever possible, shade trees;
- Advocacy – Advocate for ongoing implementation of the Downtown Phoenix Urban Form Plan and the Connected Oasis;
- Parking Management Committee – In conjunction with the city, establish and coordinate a parking management committee;
- Establish retail and restaurant nodes – Foster a concentrated group of retail shops and restaurants in proximity to the Convention Center and other major visitor destinations;
- Project review – Assist city staff with the review of proposed developments to ensure promotion of the Downtown vision; and
- Downtown Events – Expand the role of event promotion with appropriate funding from both the public and private sector.

The Development Community

Property owners, attorneys, developers, and designers should be called upon as a resource for a variety of projects.

Policy 7-14 Establish an informal working group of developers, designers, and land use attorneys to provide input to the city regarding implementation of the Downtown Plan. Possible tasks include:

- Implement the Connected Oasis – Work with the city and the Connected Oasis public/private group to implement the Connected Oasis;
- Review the Form-Based Code – Participate with the city to continue to review the Form-Based Code to ensure it achieves the Downtown vision, refine the urban form standards for private development, and design standards and guidelines for public spaces; and
- Initiate Parking Structure Districts – Work with the city to establish mechanisms to create public parking, especially in the three identified locations outside the Business Core by incorporating public parking within parking structures on private development sites or establishing in-lieu fees that will be used to fund public parking structures.

Arizona State University and University of Arizona

ASU, UA and the city should continue and expand partnerships.

Examples of these partnerships include:

- Research on urban heat island and thermal comfort;
- Research on new building materials and green building design solutions;
- Construction and maintenance of the Downtown model at Phoenix Urban Research Laboratory (PURL);
- The Bio-Medical Campus and UA Medical School.

Policy 7-15 Continue current collaborative efforts between the city, ASU, and UA and identify future collaborative opportunities.

Village Planning Committees, Neighborhood Groups and other Citizen Organizations

The most critical partners for making the Downtown successful are the residents of Phoenix, and others, who have an interest in the future

of Downtown. An ongoing outreach program should be established to continue the process of making the public part of the decision making process and to advocate for implementation of the Plan

Policy 7-16 Establish a citizen advisory committee to monitor and advocate for implementation of the Downtown Plan.

Policy 7-17 Establish an ongoing public outreach program to continue the public involvement in the process of implementing the Plan.

POLICY 7-18 REVISIONS TO CODES AND REGULATIONS

Revising city codes for Downtown development is a key aspect of implementing the Downtown Plan and form-based zoning. Below is a list of codes and regulations and the required implementation actions.

Zoning Code

Policy 7-19 Undertake the following actions to implement the Downtown Form-Based Code:

- Adopt the Downtown Form Based Code and associated zoning map amendments;
- Establish code deviations for small ground floor retail, restaurant, and service businesses;
- Revise regulations for nonconforming uses and structures to improve opportunities for adaptive re-use and historic preservation;
- Revise change of use requirements to make it easier for small ground floor retail, restaurant, and service businesses to use older buildings; and
- Adopt an air rights abandonment process that will allow building elements to project into the public right-of-way.

Building Code

Policy 7-20 Promote the use of the 2006 International Existing Building Code.

Policy 7-21 Train city staff in the use and administration of the 2006 International Existing Building Code and other relevant codes, and ensure that the provisions are applied to projects that involve existing and historic structures.

FUNDING AND FINANCING CAPITAL PROJECTS AND MAINTENANCE

This section describes the types of funding mechanisms available, lists the recommended major capital projects, and funding mechanisms that are most appropriate for each type of project.

Funding Mechanisms

The funding mechanisms available for capital projects and maintenance include the following:

Sales Tax. The Phoenix Parks Preserve Initiative is a 1/10 of one percent sales tax. Funding from this source could be used for park land acquisition, pedestrian streetscape improvements, and maintenance of existing and future streetscape improvements.

Citywide Bond Measures. Acquisition and development of future parks in Downtown could be incorporated into future parks bonds measures.

Targeted Assessment Districts. Assessment districts could be created for specific projects, such as streetscapes, street trees, lighting, urban parks, and other similar improvements.

Downtown District. The Downtown Enhanced Municipal Services District provides maintenance, security, and other projects that benefit the area. This district could be expanded incrementally to surrounding areas.

In-lieu Fees. In-lieu fees can be established to pay for improvements that private developers would otherwise have to provide on-site, specifically parking and open space.

Assessment Districts. Assessment districts could be expanded to fund maintenance costs. It is particularly critical in a downtown with special streetscape improvements requiring a higher level of maintenance.

Private Sector Maintenance of Street Right-of-Way. Private property owners are responsible for maintenance of sidewalks, plazas, and right-of-way landscaping in front of their property.

Bus Shelter Advertising Contracts. Bus shelters can be designed that are attractive and unique to Phoenix with advertising that can be incorporated as the city deems appropriate.

Others funding sources to consider: impact fees; Community Facilities District.

TABLE 7.1 Downtown Improvement Projects and Potential Funding Sources	
PROJECT	POTENTIAL FUNDING SOURCES
Parks	
1st Street Urban Park	<ul style="list-style-type: none"> • Citywide Bond Measure • Private Developers – on-site plazas and courtyards • In-lieu fees from developers who provide less than 20% on-site open space • Assessment districts where property owners agree to fund improvements and maintenance that will benefit their properties, such as the 1st Street Urban Park • Parks Grants • Community Development Block Grant Funds • Bus Shelter Advertising Revenues • Sales Tax Revenues-Phoenix Parks Preserve Initiative • Non-profits, such as Recreation leagues
2nd Street Urban Park	
Evans Churchill Parks	
Van Buren Parks	
Southern Downtown Parks	
Hance Park Enhancements	
PhxSCAPE Program and Other Public Improvements	
Sidewalk Shade	<ul style="list-style-type: none"> • Private building owners – retrofit shade projects like street trees, awnings or freestanding shade structures next to their buildings. • City financial contributions to public private partnership projects • Grants for sustainability demonstration projects • General Fund • Bus Shelter Advertising Revenues • Sales Tax Revenues • Street improvement districts
Retrofit Shade	
Corner Shade	
Street Trees	
Pedestrian Lighting	
Streetscape on Streets not already improved, e.g. 1st Street	
Major Pedestrian Corridors	
1st Street	<ul style="list-style-type: none"> • Private sector – Taylor Street Pedestrian Pathway, 1st St and 2nd Street urban parks, and Jackson Street • Funding for the biomedical campus, which should include the streetscape improvements • Transportation Grants • Bus Shelter Advertising Revenues • Sales Tax Revenues • Citywide Bond Measure
2nd Street	
2nd Avenue final blocks	
Jackson Street	
Biomedical Campus North/South Connection	
Taylor Street Pedestrian Pathway	
ASU Streets	
Taylor Street	<ul style="list-style-type: none"> • Bond measure monies already approved • ASU • Private development projects within the area • Bus Shelter Advertising Revenues
1st Street	
2nd Street	
Polk Street	
Additional Projects: Trees, Lights, Paving, etc.	

TABLE 7.1 Downtown Improvement Projects and Potential Funding Sources	
PROJECT	POTENTIAL FUNDING SOURCES
Gateway Streetscape Projects	
Washington	<ul style="list-style-type: none"> • Bond Measures • Assessment District • Bus Shelter Advertising Revenues • Sales Tax Revenues
Jefferson	
7th Street	
7th Avenue	
Pedestrian Center Improvements - seating, water fountains, lighting, shade, etc.	
Central/McKinley	<ul style="list-style-type: none"> • Transportation Grants • Private Sector – Property Owners and Developers • General Fund • Community Development Block Grant Funds • Local Businesses • Bus Shelter Advertising Revenues • Sales Tax Revenues
Roosevelt	
Light Rail Stop – Central Avenue and Roosevelt	
Fillmore	
Central Avenue – ASU	
Business Core	
Jackson Street	
Central Avenue and Grant Street	
Potential Parking Structures	
Van Buren Character Area	<ul style="list-style-type: none"> • In-lieu fees • Private Sector – Property Owners and Developers
Evan Churchill & Bio-Medical Character Areas	
Circulation Projects	
Bicycle Lanes	Transportation Grants, especially for bike lanes General Fund Bus Shelter Advertising Revenues
New Signal	
Traffic Calming Devices	
Bus Shelters	
Assistance for Retail and Restaurant Uses	
Tenant Improvements	Funding from Loan Repayments to DDO Small Business Assistance Programs
Joint Marketing and Promotions	
Downtown Events	
Friday Night Events - Art, Food, Music, Sports	Public Art Program, Arts Grants, General Fund, Parks Funding for Events, Private Sector – large building owners to fund one event a year, Private Non-profit Groups
Big Special Events - Car Shows, Antiques, Cultural Festivals.	
Small Events - Poetry, Arts, Sports	
Light and Water Shows	
Lunchtime Entertainment Events	
Utilities and Infrastructure	
Water Lines, Sewer Lines, Recycled Water	Community Facilities District

Table 7-1 lists all of the major capital improvements described in the Downtown Master Plan and potential funding sources.

Policy 7-22 Identify potential funding sources for the projects identified in Table 7.1.

MARKETING

Marketing and promotion is essential to a successful downtown. First Fridays has proven how successful and exciting an urban Downtown event can be, drawing up to 10,000 people. This exposure is critical if businesses are to be successful, and if people are to think of Downtown as a destination that offers exciting events and activities.

Events

Below is a list of example events that could be organized to foster regular patrons for Downtown. Many of these events already happen; others would need to be initiated and grown over time.

Regular Friday Night Events

- First Fridays / Art Events
- Taste of Phoenix – a sampling of Downtown Phoenix restaurants
- Phoenix Performances – arts, music, film festivals, and dance performances
- Phoenix Sports – small and large athletic events in parks throughout Downtown

Big Special Events

- Hobbies and items of special interest – car shows, antique shows, flower shows, film festivals
- Performance events – dance, music, art, performing arts
- Cultural events – Irish, Native American, Hispanic

Lunchtime Entertainment Events

- Music, Food, and Specialty markets

Special Events in Small Downtown Venues

- Poetry readings
- Art displays / exhibits
- Sports leagues
- Hobby groups – cars, antiques, flowers
- Music groups
- School performances
- Dance groups
- Film festivals

One-Time Specialty Events Coordinated with Other Major Events

- Opening of light rail in 2008
- New building openings for ASU 2008-2012
- Convention Center opening
- CityScape
- State Centennial 2012

Marketing and Promotion

As Downtown continues to grow and become more successful, promoting Downtown throughout the valley as a regular destination is essential. The key is to promote what is unique about Downtown. It is the single, exciting “big-city” urban center in the valley, with culture, art, food, entertainment, and history.

The city should work with the Downtown Phoenix Partnership, the Phoenix Community Alliance, First Fridays (ArtLink), private property owners, business owners, the Connected Oasis champions, and other groups to establish and offer new events that attract residents and visitors to Downtown. The Downtown Partnership should continue their leadership in coordinating marketing and promotional efforts on behalf of the above-mentioned stakeholders.

Policy 7-23 Expand the annual schedule of Downtown events with associated marketing and advertising.

Policy 7-24 Conduct a marketing campaign to highlight Downtown successes and encourage people to come Downtown.

IMPLEMENTATION SCHEDULE AND STAFF WORK PROGRAM

Table 7-2 presents an implementation schedule and work program for city departments.

Policy 7-25 Establish a formal work program for city departments to implement the Downtown Plan.

TABLE 7.2 Implementation Work Program and Schedule	
Lead Department and Projects	Timeline
PLANNING DEPARTMENT	
Adopt the Downtown Form-Based Code & rezone to the new zones	year 1
Prepare a comprehensive Connected Oasis Plan with the initial focus on the Downtown with expansion citywide. Staff the Connected Oasis group.	year 1
Revise the city code regarding tree planting and maintenance	year 1
Prepare sustainability standards and apply to city projects and projects with city funding	years 1-3
Prepare a land use plan for the Van Buren Character Area which identifies potential uses for publicly owned land	years 1-2
Develop and implement a place-making program to educate the public and establish a public process for development of public spaces	years 1-3
Investigate potential for a Transfer of Development Rights Ordinance	years 1-3
Revise sign regulations	years 2-3
Revise the city code regarding the newspaper racks in Downtown	years 2-5
Revise the city code to permit street banners	year 1
Prepare detailed pedestrian amenity plans for the Character Areas	years 2-5
Prepare a lighting master plan	years 2-5
STREET TRANSPORTATION DEPARTMENT	
Initiate a Great Streets program and incorporate new street design standards	year 1
Investigate use of alternative paving materials	years 1-2
Construct streetscape improvement projects	years 2-20
Install traffic calming measures, if warranted	years 3-5
Update and revise bike lane network	years 5-10
Install new traffic signals, if warranted	years 5-20
PARKS AND RECREATION DEPARTMENT	
Adopt new standards and guidelines for Downtown urban parks	years 1-2
Prepare events programming schedule	years 1-20
Establish parks and maintenance funding mechanisms	years 2-5
Designate sites for Downtown parks	years 3-5
Acquire and develop new parks	years 3-20

TABLE 7.2 Implementation Work Program and Schedule	
Lead Department and Projects	Timeline
DOWNTOWN DEVELOPMENT OFFICE	
Complete biomedical campus planning and incorporate design parameters	years 1-2
Provide financial and/or technical assistance to retail and restaurant businesses	years 1-10
Work with private developers and city departments to create 5th Street pedestrian route, district parking, and parks on the Phoenix biomedical campus	years 3-10
DEVELOPMENT SERVICES DEPARTMENT	
Train staff on new zoning regulations	year 1
Hire staff with architectural and urban design expertise	year 2
Assist with refinements to new Downtown Form-Based Code	year 2
Initiate a green building program for Downtown as a pilot project for a city-wide program	
HISTORIC PRESERVATION OFFICE	
Update design standards for historic districts in Downtown	year 1
Update funding priorities to respond to the Downtown Plan	years 1-2
NEIGHBORHOOD SERVICES DEPARTMENT	
Work with Grant and Central Park communities on funding priorities for neighborhood enhancement projects	year 1
Assist with streetscaping projects, where appropriate	years 2-10
Assist with park enhancement, where appropriate	years 3-20
WATER SERVICES DEPARTMENT	
Update master plan for waste water collection	year 1
Update master plan for water distribution	year 2
Update master plan for recycled water	years 3-5
Initiate and construct improvements as identified in the adopted master plans	years 3-20
ENGINEERING AND ARCHITECTURAL SERVICES	
Collaborate with utility companies to place overhead wires underground	years 3-5
Amend the city code to require the installation of utility transformers and similar equipment to be screened from public view or placed in an underground vault	
PHOENIX OFFICE OF ARTS AND CULTURE	
Update funding priorities for implementing the Connected Oasis	year 1
Define public art projects in Downtown for the next three to five years	year 1
Prepare private art in public space ordinance	years 1-3
Coordinate public art Installations	years 2-20