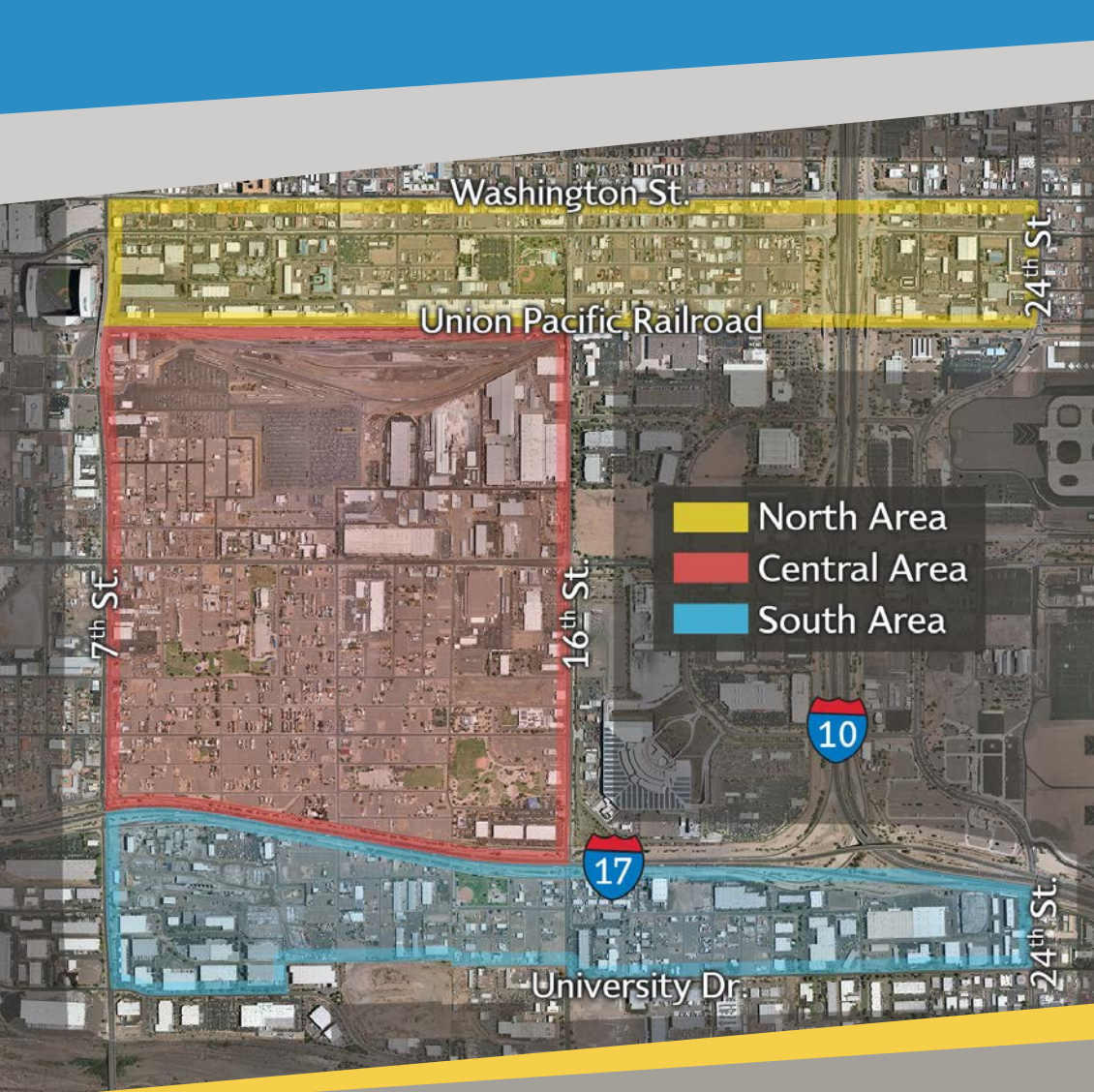




# Executive Summary

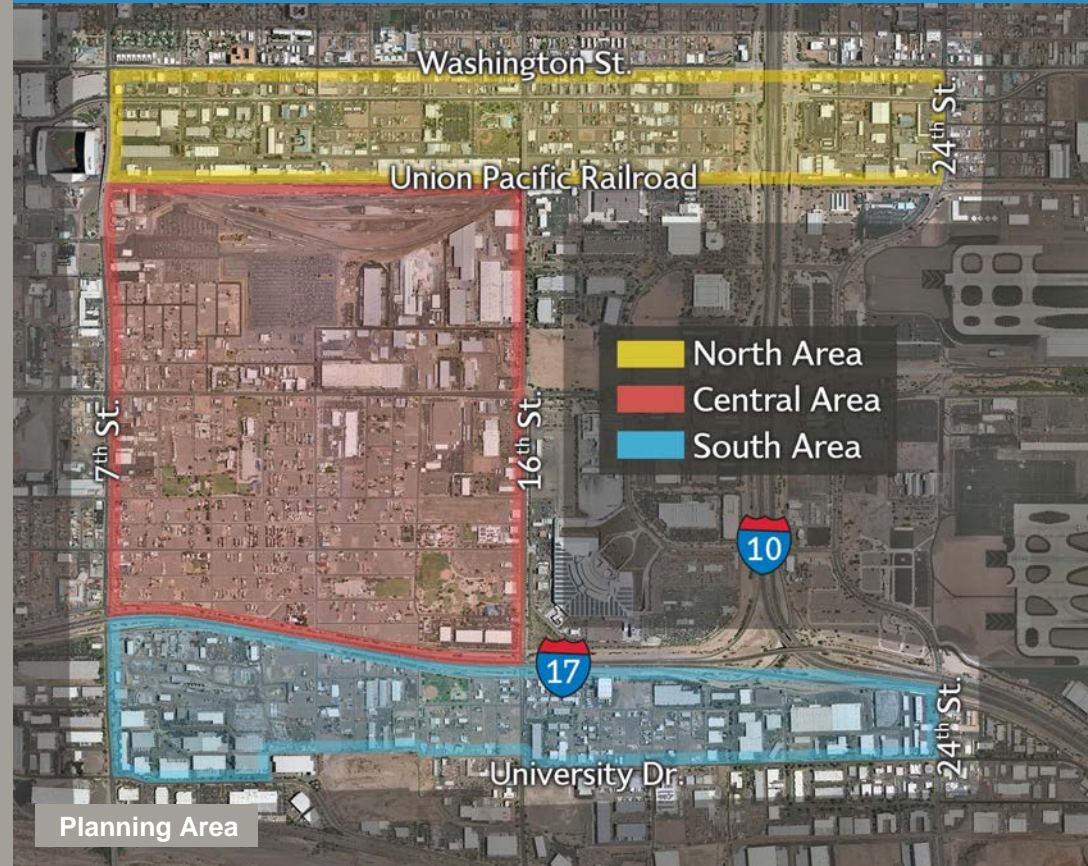


# Executive Summary

The PHX Land Reuse Strategy envisions new and vibrant uses for the land west of Phoenix Sky Harbor.

This collaborative strategy identifies the best way to deliver economic benefits to both the community and the Airport. The three overarching goals are:

Goal A	Stabilize and strengthen neighborhoods
Goal B	Create a sense of identity and change perceptions
Goal C	Expand economic opportunity



## Background

In 1999, Phoenix Sky Harbor International Airport instituted a Voluntary Acquisition and Relocation Services (VARS) program to acquire properties exposed to certain levels of aircraft noise. 782 property owners out of 1,100 eligible properties chose to sell their property to the City of Phoenix Aviation Division in this voluntary program. The VARS program concluded in June 2016. The Planning Area covered for the Land Reuse Strategy comprises 743 of the 782 acquired properties west of S. 24th Street. The Land Reuse Strategy study was initiated to determine a plan of how to reuse these “noise lands,” also referred to as “subject parcels.”

The Federal Aviation Administration (FAA) requires airports with “noise land” to inventory them and develop a plan for their reuse. The PHX Land Reuse Strategy was an opportunity for the Aviation Department to engage the community in establishing a vision for the reuse of lands and defining a path for neighborhood improvement.

The process used to develop the final plan involved many steps, as shown below.



## Community Engagement

Community participation was critical to the success of the Land Reuse Strategy. Public engagement informed stakeholders about the process, sought their vital feedback, and solicited creative and innovative ideas that were integrated into the strategies and policies selected for implementation. Throughout the project, meetings were held with groups representing the community:

- Residents and civic and other representatives
- Community, civic and business leaders
- Staff from various City departments
- All interested individuals

The community engagement process revealed the following two important themes:

Honor the cultural and historic resources in the study area

Reintroduce residential uses on noise land parcels



## Land Reuse Benchmarking

A benchmarking effort compared PHX’s situation to the experience of several similar sized airports with large-scale noise land programs. Key lessons learned were:

- No other airport in a dense urban setting has a noise land program similar in scale.
- The level of community outreach by the City of Phoenix is unprecedented.
- The Phoenix in-depth market analysis is an innovative approach.
- Residential uses have not been re-established on noise lands at any other airport.





## Inventory

Detailed information about the noise land along with a wide range of key infrastructure, related planning studies, environmental data, and other information was gathered and analyzed by the project team. This inventory helped set the context for the long-term potential reuse of the noise land.

The inventory identified several opportunities for, and constraints to, development in the Planning Area.

### Opportunities

- Access to transportation
- Planned infrastructure
- Incentive zones
- Parcel assembly

### Constraints

- Zoning and deed restrictions
- Environmental overview
- Neighboring parcel use



## Market Analysis

The detailed market analysis includes an assessment of various potential uses summarized in Table E-1 below.

**Table E-1—Total Estimated Demand for Planning Area by Planning Period**

Land Use	Capture of Demand (SF or rooms)*			Average FAR <sup>^</sup>	Total Acres Required	Potential Form of Demand
	2016–2020	2021–2025	Total			
Industrial & Flex	0–165,000	325,000–425,000	325,000–585,000	0.31	24–43	Smaller-scale warehouse and flex as standalone; larger-format warehouses in planned cluster; flex/light industrial development in business park setting, potentially with office; inventory split of 70/30 general industrial/flex
Office	0–100,000	115,000–225,000	115,000–325,000	0.44	6–17	Mix of Class B standalone and Class A and B in business park format with other uses
Retail	20,000–40,000	50,000–60,000	70,000–100,000	0.23	7–10	Convenience-oriented commercial as standalone and small strip-centers, mixed-use setting
Hotel (Rooms)	-	130	130	75 rooms/acre	1.5–2	Select-service hotel
Total**	20,000–300,000	490,000–710,000	510,000–1,010,000		38.5–72	

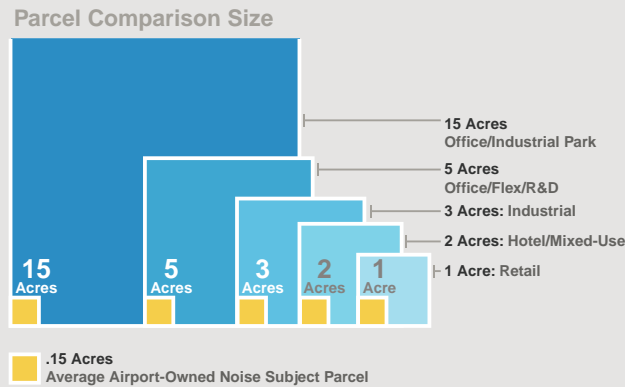
\* range reflects low and high scenarios of estimated demand captured by use within Planning Area

\*\* SF not including hotel | <sup>^</sup> floor-to-area ratio (FAR) | Source: C&S Companies



## Market Analysis

Industrial/flex land use is likely to be more than half of new development for the Planning Area. Because a large number of projects are in progress or recently completed in this area, demand for more development in the short-term is limited. It is more likely that the area can capture development within the mid-term (2021–2025) range. There is potential for 40 to 70 acres of market demand within the Planning Area over 10 years if right-sized development sites are available. As shown to the right, the average parcel size (0.15 acres) is smaller than what is generally desired for development.



### Market Analysis Findings

Acreage of available land is greater than the acreage of projected demand

Industrial and flex development has potential to be the primary land use in the area

Need to plan for long-term land use and configuration of properties to increase chances for future development.

## Land Reuse Frameworks

Using community input and an evaluation of Planning Area conditions, three land reuse frameworks were developed to illustrate long-term development scenarios. The following key issues are addressed under each scenario.

### Cultural Corridor

A designated heritage pathway links multiple neighborhoods together using historic markers, interpretive signage, and community branding.

### Transportation

Modifications to the street grid that will be necessary to implement the land use plan under each framework.










### Development Sites/ Infrastructure

Identify ways to join separate small parcels to make larger areas of developable land, relocate utilities and/or close roads to improve flexibility in site and building layout.

The following pages show the Cultural Corridor concept and the evaluation of each framework according to criteria identified from community engagement and elements of sustainability. The three frameworks and their evaluation criteria were presented to the community and stakeholders at public meetings in December 2016. Community input regarding elements of these frameworks identified Framework B as the Community Preferred Land Reuse Framework.

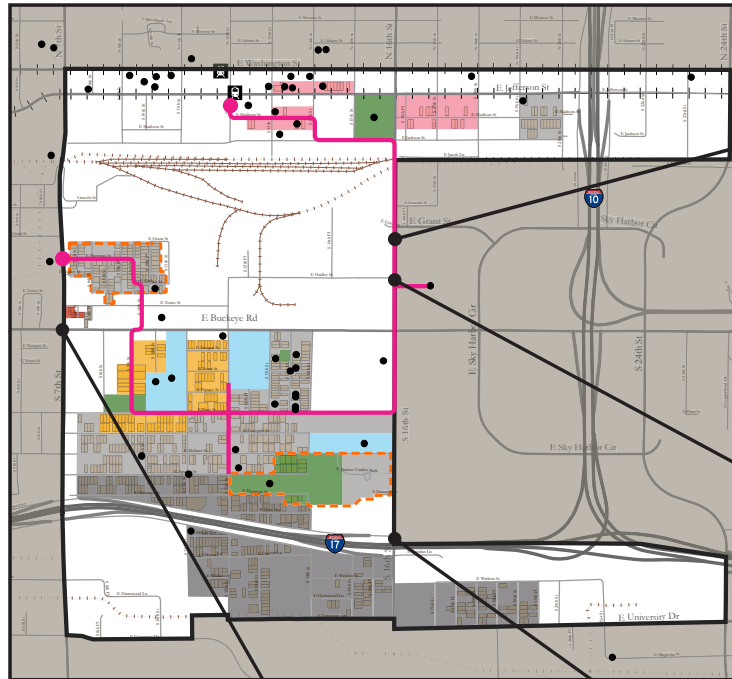
# Cultural Corridor Concept

## Definitions

-  Study Area Boundary
-  Core Residential
-  Mixed Use & Residential Support
-  Commercial
-  Industrial
-  Small Business/Flex
-  Education/Institutional
-  Parks/Recreation
-  Business Park

**Historic Resources**—Includes resources or properties listed on the National and/or Phoenix Register of Historic Places, as well as those not listed but eligible for registry

 **Cultural Corridor**—Designated heritage pathway linking multiple neighborhoods and marked by historic markers, interpretive signage and community branding



Potential Heritage Corridor treatments (trail, seating, murals, banners): Looking south down S. 16th St., south of E. Grant St.



Potential Heritage Corridor treatments (public park, commemorative statue/signage): Looking east across S. 16th St., toward the Historic Sacred Heart Church.

## Strategy

**Develop and implement branding strategy for a Cultural Corridor to showcase the area's history and contributions to the community.**

- Identify and promote the area through branding that highlights the rich history and cultural heritage.
- Use various tools, including design guidelines and incentives, to support the branding and encourage development of heritage-themed public spaces, public assembly, retail, tourism and cultural uses.
- Designated "Cultural Corridor" linking historic and cultural sites. May be combined with a walking map or app.
- Provide historic markers and/or interpretive signage at significant resources
- Develop decorative gateways signifying the entrance into a cultural area
- Consider inclusion of commemorative public art and naming of public spaces
- Engage local artists in mural development and public art installations



Potential gateway treatments (intersection paving materials, crosswalks): Intersection of E. Buckeye Rd. and S. 7th St., looking east.



Potential gateway treatments (murals): S. 16th St., at the I-17 overpass, looking south.

## Frameworks Evaluation Matrix

Criteria	Description	Frameworks		
		A	B	C
Stakeholder/Community Input	Establishes uses that are aligned with the desired uses of stakeholders including the residential community.			
Local/Community Plans	Establishes uses that are compatible with existing and proposed surrounding uses and does not conflict with objectives of the community and local plans and policy including zoning and overlay districts.			
Historic/Cultural Considerations	Recognizes historic and cultural resources and history.			
Sustainable Design	Encourages parcel assembly to accommodate developments which can financially and physically enable the incorporation of sustainable design elements.			
FAA Guidelines	Complies with Federal Aviation Administration (FAA) noise compatibility guidelines (residential land uses within 2015 DNL_65 noise contours).			
City Investment	Minimizes initial or long-term investment required by the City to execute framework (e.g., infrastructure improvements to ready the site).			
Flexibility	Accommodates potential for changes in future City, PHX and neighborhood priorities and needs, as well as unforeseen market shifts and changing market dynamics.			
Market Demand, Timing and Characteristics	Establishes uses that (1) accommodate existing and projected market demand; (2) allow for phasing to address general market timing; and (3) meets market characteristics.			
Target Sectors	Maximizes potential for alignment with Phoenix's target sectors as defined by the Greater Phoenix Economic Council; Arizona Commerce Authority; Maricopa Community Colleges, Workforce Development; and Phoenix Innovation Corridor.			
<b>Overall Ranking</b>		<b>3</b>	<b>1</b>	<b>2</b>

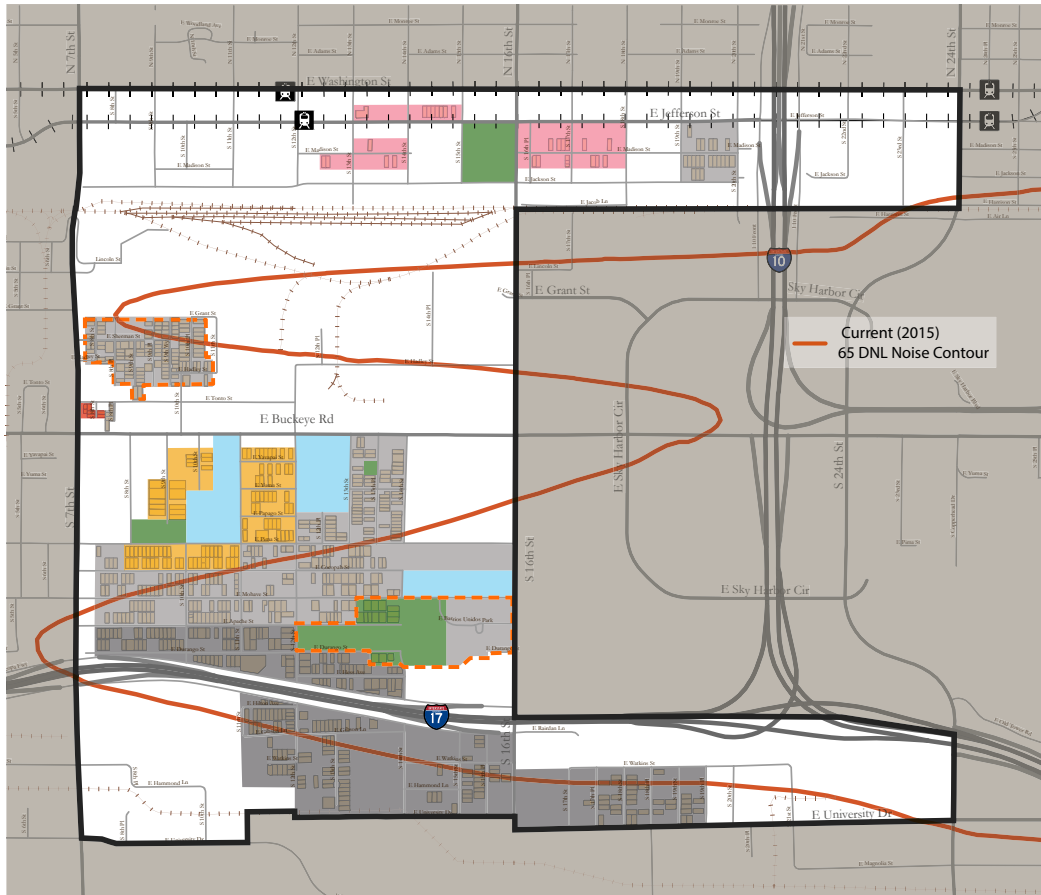
**Evaluation Process:** For representation in matrix format, the symbols in the key were used to conduct a relative, qualitative assessment of the frameworks. This approach gives the highest ranking to the framework with the most positive characteristics.

**Key**

- Positive impact/meets or exceeds the criteria description
- Neutral impact/complies with some but not all elements of the criteria description
- Negative impact/does not meet the criteria description


# Community Preferred Land Reuse Framework


## Land Use and Noise Compatibility





### Definitions


 **Study Area Boundary**


 **Core Village**—Traditional low-scale residential area (density of 5-10 units per acre). Uses may include single or multi-family dwellings, existing and infill replacement housing, residential live-work, and complimentary community-benefit spaces (i.e. community garden, pocket park, etc.).

 **Mixed Use**—North of Jefferson Street, this designation refers to compatible residential and non-residential uses co-located vertically within a multi-level structure. Elsewhere in the Study Area, this designation may refer to residential properties combined with workshop, studio, office, or other uses supporting home occupations. This designation also supports complementary features including parking, open space, and drainage, as well as community-benefit spaces such as community gardens, pocket parks, etc.

 **Commercial**—Primary land uses include retail, office, service, entertainment, and apartment development in formats appropriate to the setting and transportation network.

 **Industrial**—Consists of regional-scale land uses such as warehousing and distribution, manufacturing, food processing, utilities, and storage.

 **Small Business/Flex**—Includes a variety of low- to moderate-intensity, non-residential uses. Uses may include office, research and development, biotech, small-scale manufacturing, retail, business incubators, showrooms, artisan production, small business and transitional uses. This designation supports opportunities for infill community-benefit spaces like urban farms and pocket parks.

 **Education/Institutional**—Lands occupied by educational facilities including preschools, primary and secondary schools, colleges and universities, and supporting uses, or institutional facilities such as fire and police stations.

 **Parks/Recreation**—Areas for neighborhood and community-level active recreation.

 **Business Park**—A cohesively planned area occupied primarily by office, light industrial and industrial uses of similar character.



## Land Reuse Strategies

The Land Reuse Strategy supports the Community Preferred Land Reuse Framework by guiding physical and regulatory conditions and identifying measures that will improve the market and community standing of the Planning Area. This strategy is organized around three primary goals related to land use planning.

For each goal, a set of policy statements, strategies, and action items outlines a process to achieve the goals. These policy statements and strategies were identified through the planning and public engagement processes and incorporate best practices from successful projects around the country.

The policy statements, strategies and action items form a basis to help guide implementation of the plan going forward.

The Potential Near-Term Actions (next page) illustrates ten initiatives that will get the process of redevelopment started.

## Goal A

### Stabilize and Strengthen Neighborhoods

The Planning Area has a rich history of residential neighborhoods that continues today. These neighborhoods have experienced profound changes over the years due to the VARS program as well as a variety of factors that result from an expanding city and growing airport. The planning and public engagement process has identified a desire to maintain residential as part of a diverse set of uses needed to create and support a vibrant live-work environment. One intent of this goal is to explore innovative ways, partnering with the FAA, to not only maintain but strengthen housing opportunities, as well as cultural amenities, in the Planning Area.

## Goal B

### Create a Sense of Identity and Change Perceptions

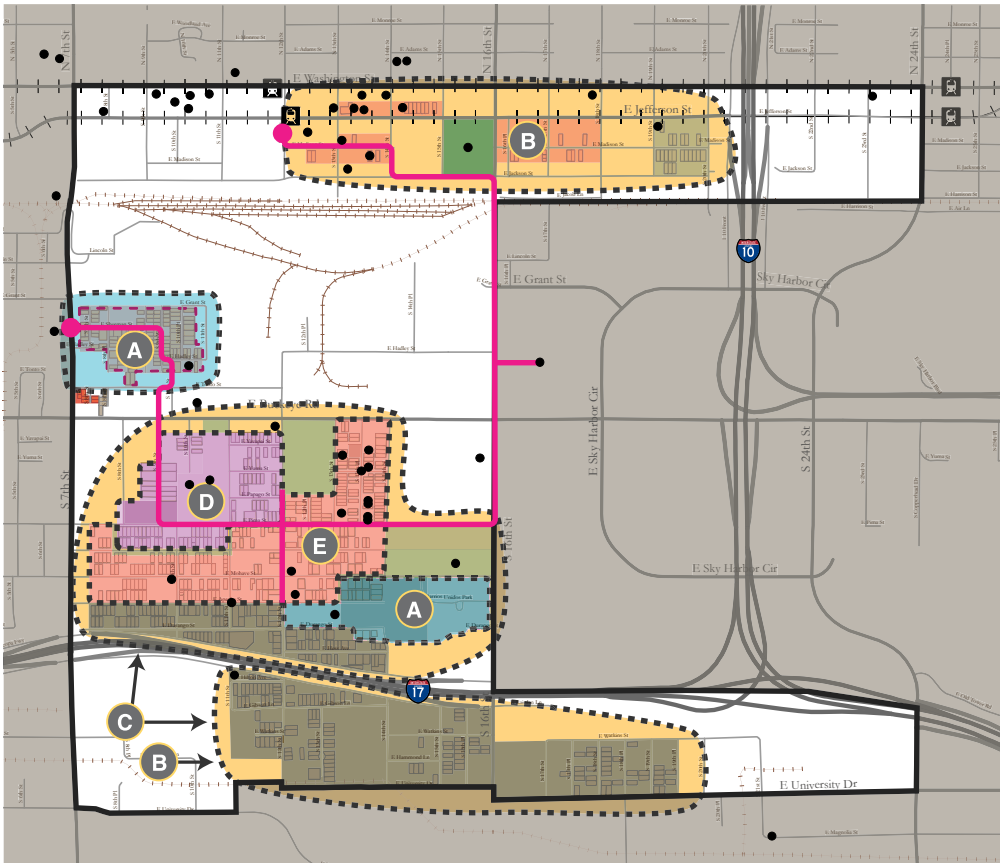
Perceptions of the Planning Area pose a challenge to its redevelopment. Physical conditions, including widespread vacancies and disjointed land use patterns, safety and security concerns, characterizations as a residential area, and lack of recent planning play a major role in defining perceptions of this area. To improve perceptions and attract future investment, employ placemaking strategies to enhance positive assets and nullify some negative attributes. The intent of this goal is to revitalize existing neighborhoods and prioritize the value of placemaking.

## Goal C

### Expand Economic Opportunity

High quality compatible redevelopment will have a significant role in strengthening the local economy, the stability of the Planning Area communities, and the support the airport as an economic asset. The Planning Area is a special and strategic location between Downtown Phoenix with its growing Biomedical campus and light rail corridor and Sky Harbor Center and the airport, which can be promoted to attract development, employment and sustainable growth in the long-term. This goal also acknowledges the value of providing employment opportunities for residents within the Planning Area and the catalytic effect of encouraging development to assist in placemaking.

## Potential Near-Term Actions



1. Develop Cultural Corridor to leverage the area's rich cultural heritage and draw positive attention to the area. Support the Cultural Corridor with a branding strategy and revitalization of public spaces including streetscapes.
2. Evaluate, select and prepare catalytic sites for targeted development, including limited parcel assembly as needed to create opportunities and attract market interest. Recommended sites noted on map. A
3. Release City-owned parcels on a strategic basis in the North and South Subareas, through sale or lease of parcels in a manner that promotes mixed-use, industrial, or other supporting uses in a manner consistent with a potential framework. B
4. Prepare small area plans for the Central Subarea south of Buckeye and the South Sub-Area. Small-area plans should address a wide-ranging set of topics specific to each project area, as recommended under Strategy B3a. C
5. Work with the FAA to find mutually agreeable terms regarding land reuse in the Core Residential Area; conduct further research and feasibility study as appropriate; identify partner. D
6. Determine specific locations for appropriate interim uses of subject parcels, with a particular focus on small business/flex portions of the Central Sub-Area. Develop and implement mechanisms (i.e., temporary zoning, use agreements) for short-term uses of subject parcels. E
7. Develop design guidelines to promote context-sensitive development in the Planning Area. Recommended locations include any location proximate a historic resource, North and Central Subareas.
8. Address public service concerns raised by community members as part of this planning process, such as increased police patrols, improved amenities and programming at area parks, more street lighting, improved sidewalks, and blight enforcement.
9. Establish community-based input and oversight groups and processes for ongoing engagement throughout implementation of the Reuse Strategy and subsequent planning efforts.
10. Work with City and other economic development agencies to identify and employ incentive programs to attract new development to the Planning Area.

### Next Steps

This Land Reuse Strategy will be reviewed by several levels of the City of Phoenix, followed by City Council action, before it is sent to the FAA, who must approve of the plan to reuse the noise land.

Submitting the Land Reuse Strategy signifies that the project has shifted to Phase 2, which focuses on implementation of the strategy using funding from an FAA grant. Phase 2 will continue a robust and high-level community involvement program focused on sustainable, community oriented solutions.





**PHX**

# LAND REUSE STRATEGY

For more information, please visit the project website:  
[skyharbor.com/LandReuseStrategy](http://skyharbor.com/LandReuseStrategy)

