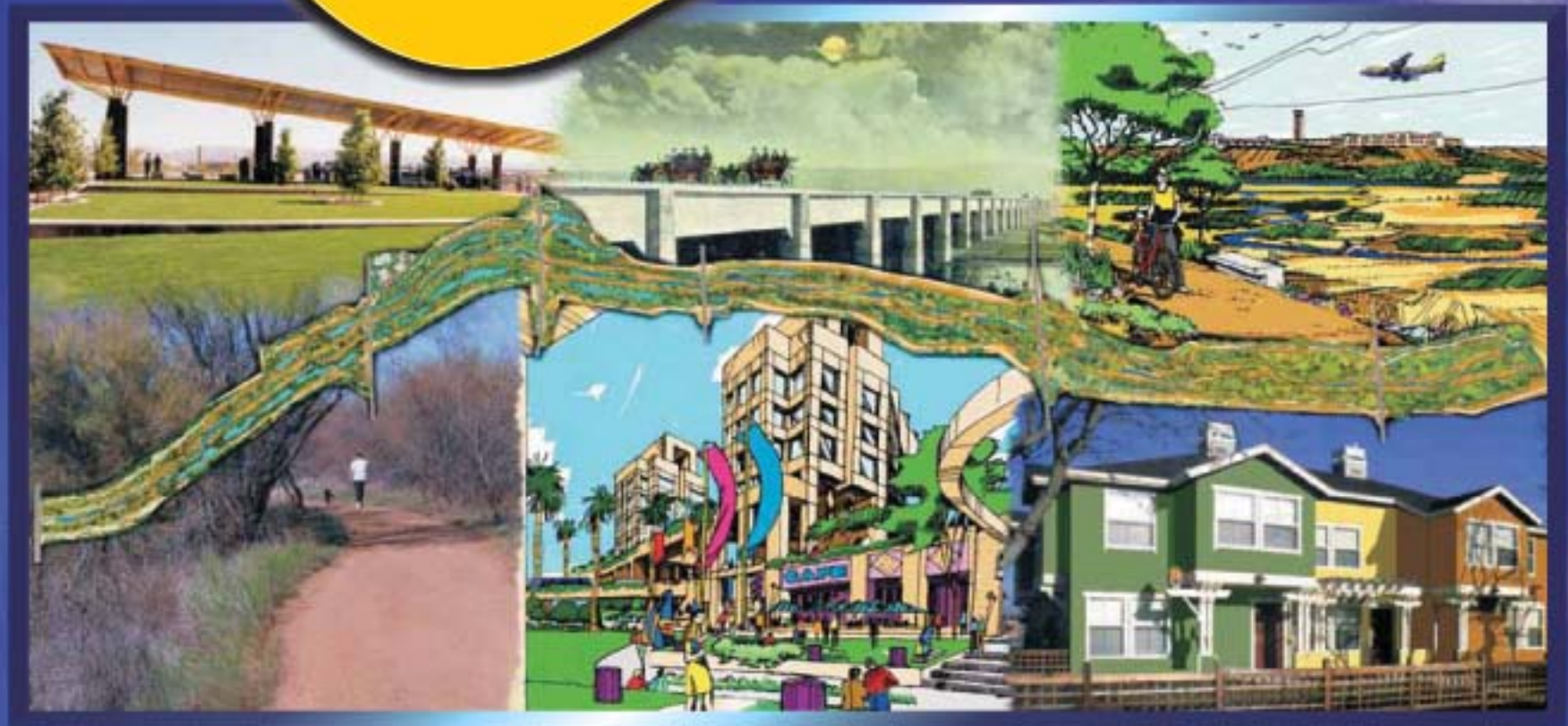


# Rio Salado



## Beyond the Banks

City of Phoenix Planning Department  
December 17, 2003

*Area Plan*



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Prepared by the City of Phoenix Planning Department  
Adopted by City Council Dec. 17, 2003 and reflecting  
General Plan Amendments adopted Dec. 17, 2003.



RESOLUTION NO. 20027

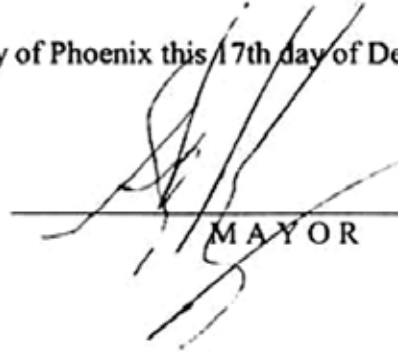
A RESOLUTION ADOPTING THE RIO SALADO BEYOND THE BANKS AREA PLAN.

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF PHOENIX as

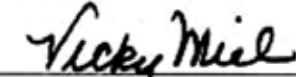
follows:

SECTION 1. The Rio Salado Beyond the Banks Area Plan is hereby adopted, a copy of which accompanies and is annexed to this resolution and declared a part hereof.

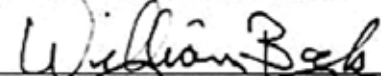
PASSED by the Council of the City of Phoenix this 17th day of December, 2003.

  
MAYOR

ATTEST:

  
City Clerk

APPROVED AS TO FORM:

  
City Attorney **ACTING**

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# Introduction and Purpose

- ⌚ Planning Process
- ⌚ Policy Guidelines
- ⌚ Historic and Existing Land Use



# I. Planning Process

The city of Phoenix Planning Department was asked to prepare a land use plan to identify goals and policies to guide development decisions for an area beyond the banks of the Salt River, or Rio Salado in Spanish, and to complement the Phoenix Rio Salado Habitat Restoration Project (Rio Salado Project). In response, the Planning Department initiated a five-phase planning process to develop an area plan. The resulting plan builds on the community's vision of how the area will develop in the future and identifies the steps needed to make that vision a reality.

Phase I of the planning process was the compilation of an area assessment and background report. The information gathered provided the background for analysis of opportunities and constraints in Phase II. Land use and planning goals, objectives, and recommendations were developed during Phase III. Phase IV involved the process of plan adoption by Planning Commission and City Council, and Phase V will consist of plan implementation and establishment of design guidelines.

## A. Area Boundaries, Description, and Context

### 1. Area Boundaries

The Rio Salado Beyond the Banks Area Plan makes recommendations for economic revitalization of an area beyond the boundaries of the Rio Salado Project. The Beyond the Banks planning area boundaries are Interstate 17 (I-17/Maricopa Freeway) and Interstate 10 (I-10) to the north, Broadway Road to the south, 32nd Street to the east and 19th Avenue to the west (Figure 1). The Rio Salado riverbed traverses the area from east to west and is undergoing restoration of its wetland habitat.

### 2. Area Description

The Beyond the Banks area lies within two urban villages, Central City Village north of the river and South Mountain Village south of the river. The study area is partially overlaid by a number of existing area plans that include the Target Area B Redevelopment Area Plan, South Central Avenue Corridor Study, Rio Montaña Area Plan, and the South Phoenix Village Redevelopment Area Plan (Figure 2).

One of the greatest assets of the Beyond the Banks area is its location. The area lies just over a mile from Copper Square Downtown with its employment opportunities, sports and cultural amenities, and emerging bioscience center. The Beyond the Banks area is served by two interstate freeways, I-17 and I-10, and is easily accessible from the adjacent Phoenix Sky Harbor International Airport. Arizona State University Main and Downtown campuses, the South Mountain

Community College, six golf courses, and South Mountain Park Preserve are located within five miles.

The character of the Beyond the Banks area is distinctive. A strong sense of place is reflected in close-knit neighborhoods and communities that value the area's attributes and accommodate to its shortcomings. At one time, most of the land north and south of the river was residential and agricultural. The area experienced a gradual transition to industrial, outdoor storage, sand and gravel mining, landfills, and business park uses. Despite the predominance of industrial land uses, the area maintains remnants of its agricultural and residential past. Residential neighborhoods are tucked in between industrial buildings and office parks. Fields and barns remain on a few properties south of the river (see Character Maps: Historical, Figure 14 and Present, Figure 19).

The Beyond the Banks area borders the Rio Salado Project. Once an attractive, heavily vegetated recreation site, the Rio Salado corridor in Phoenix has been underutilized in recent years. A century ago, the river provided swimming, boating, and fishing opportunities for Phoenixians. In the 1910s, several private recreational facilities, including Riverside Park, began to provide additional recreational activities along the river. The river was dammed upstream in 1911, and the river channel's environment gradually dried out over the following two decades. Recreational areas were eventually lost as large-scale sand and gravel mining began by the 1930s. This area plan lays the foundation for a revitalized Beyond the Banks Area that once again offers the attractions of a riverside recreational environment and a desirable place to live and work.

### 3. Area Context/Recent Development Activity

Areas immediately surrounding the Beyond the Banks area have been impacted by recent redevelopment projects and/or development activity (Figures 2 and 3). The larger South Mountain Village area continues its reemergence as new projects develop in and around the Beyond the Banks area. The Neighborhood Services Department, with support from the Planning Department, is working to implement the Target Area B and South Phoenix Village Redevelopment Area Plans (see Adopted Area Plans). Currently there are substantial residential infill projects developing within these areas. The Neighborhood Services Department is also working on a public-private partnership with Trend Homes to develop a 700-unit mixed income residential community on the northwest corner of 24th Street and Southern Avenues.

In the Rio Montaña area (see Adopted Area Plans) there are currently several single-family residential projects developing between 19th and 27th avenues, south of Broadway Road. These new residential areas

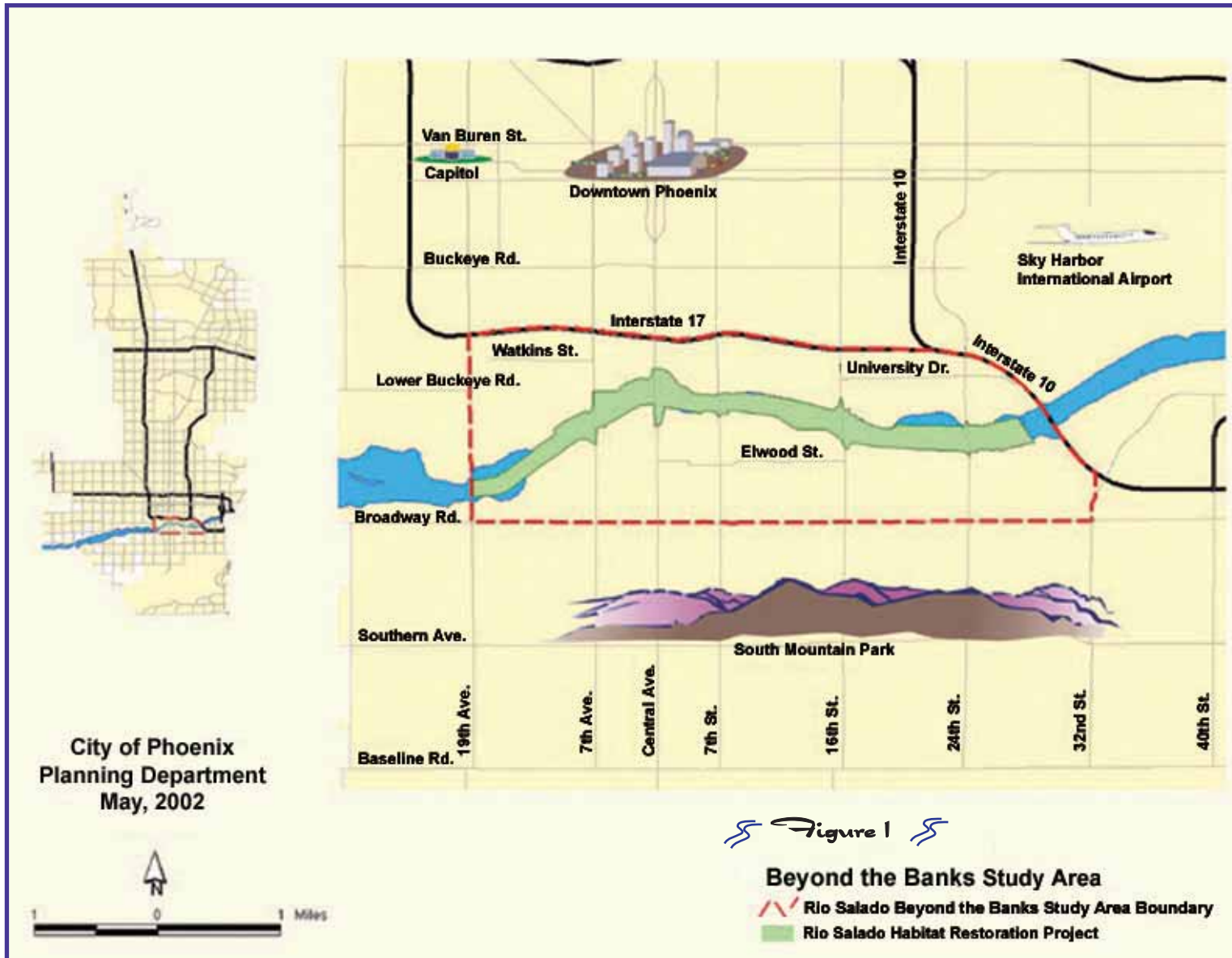


are springing up on land that was once used or planned for industrial purposes. The single-family subdivisions are building on the existing residential character while using enhanced site designs such as increased setbacks, landscaping, and noise walls in some instances to increase compatibility with adjacent land uses.

Farther to the south of the Beyond the Banks area near Baseline Road, new residential, recreational, and commercial projects have reinvigorated that area. A new community shopping center that will include major retailers is under construction on Baseline Road at 24th

Street. South Mountain Community College is also under expansion.

The Baseline Area Master Plan sets forth development guidelines for this new growth. To the east, new commerce park developments such as South Bank Center at 32nd Street and University Drive and Cotton Center on Broadway Road between 40th and 48th streets bring employment opportunities. At the eastern edge within the Beyond the Banks area at 32nd Street and Broadway Road is the still-developing Riverpoint Commerce Park.



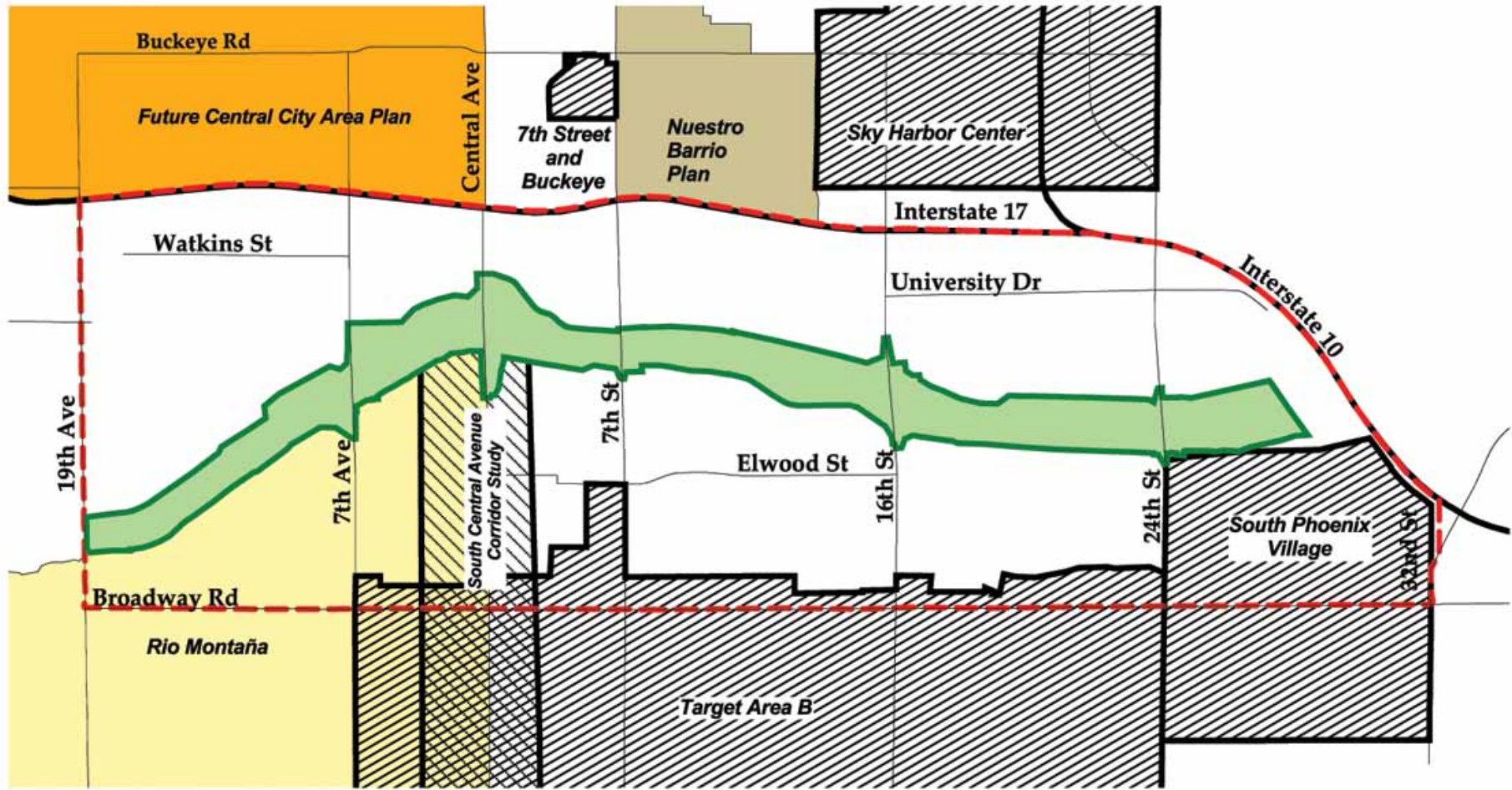


Figure 2 Redevelopment and Planning Area

Rio Salado Beyond the Banks Study Area Boundary

Redevelopment Area

Planning Areas

South Central Avenue Corridor Study

Nuestro Barrio Plan

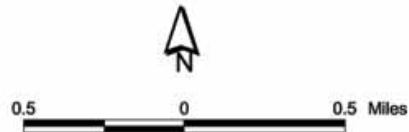
Rio Montaña

Future Central City Area Plan

Rio Salado Habitat Restoration Project

City of Phoenix  
Planning Department

May, 2002



In Central City Village north of the Beyond the Banks area, the HOPE VI Matthew Henson Homes Revitalization Program is bringing about residential redevelopment of a former public housing project. More than 600 new housing units will be built in the Hope VI Special Redevelopment Area between 7th and 15th avenues from Grant to Pima streets.

In the area south of downtown bounded by the railroad tracks on the north, the I-17 Freeway to the south and west and Central Avenue on the east, the Central City South Interim Overlay zoning district is in place to protect the residential character of the area. City improvements, including new street lights and sidewalks, are underway.

Near Phoenix Sky Harbor International Airport, neighborhoods impacted by airport noise have received city assistance under the Community Noise Reduction Program (see Goal 4: Neighborhoods, Objective D). Several houses in the area south of Washington Street and north of the I-17 Freeway between 16th Street and 19th Avenue have utilized the Residential Sound Insulation Program to strengthen the noise insulation of walls, windows, and roofs.

At Sky Harbor Center there is continuing business park development west of the airport, and the city is beginning construction on a new off-airport, centralized auto rental facility that is expected to be the nation's fourth largest when it is completed in 2005.



Figure 3

# Major Recent Development In and Around Beyond the Banks

## Residential Development

- 1 Hope VI
- 2 South Phoenix Village Infill Lots
- 3 Aviara
- 4 Legacy
- 5 Raven
- 6 Habitat Subdivisions
- 7 Dobbins Creek
- 8 New Housing Near 19th Avenue
- 9 New Housing Along Baseline
- 10 KB Homes
- 11-13 Great Western Homes
- 14 Tanner Manor
- 15 Signature Homes
- 16 Roeser Senior Residences

## Public - Quasi-Public

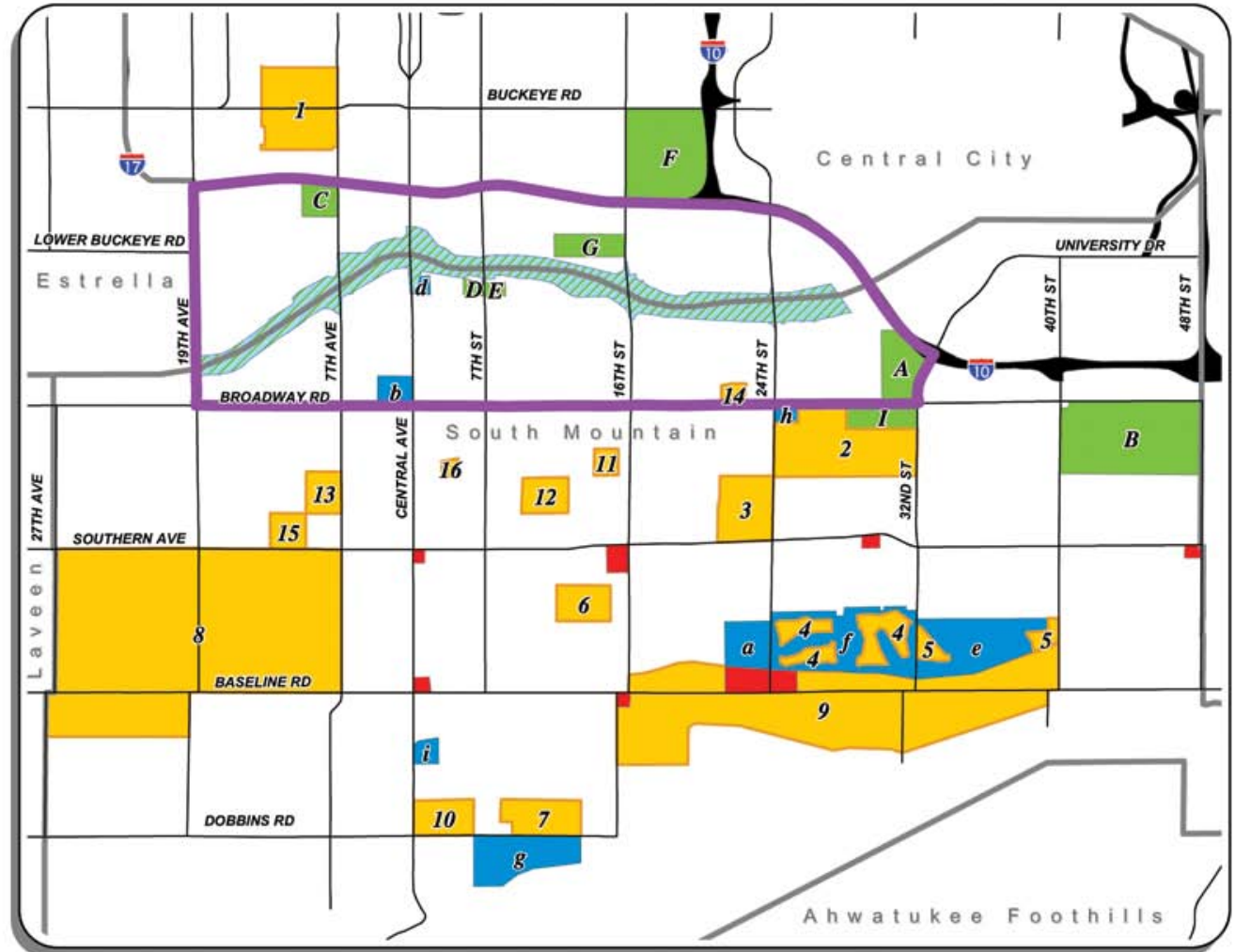
- a Community College Expansion
- b Ed Pastor Transit Center
- d Rio Salado Gateway & Audubon Center
- e Raven Golf Course
- f Legacy Golf Course
- g Vistal Golf Course Expansion
- h Neighborhood Resource Center
- i New Charter High School

## Office - Industrial

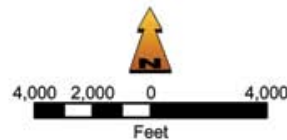
- A River Point
- B Cotton Center
- C Lincoln Center
- D Ace Asphalt Corporate
- E Buesing Corporate Offices
- F Sky Harbor Center (new)
- G University Center
- I Trammel Crow

## Commercial Sites

- Rio Salado Beyond the Banks Area Boundary
- Rio Salado Habitat Restoration Project



**City of Phoenix**  
 Planning Department  
 November, 2003







City of Phoenix  
Planning Department

May, 2002

Aerial photos: DigiAir, 2002

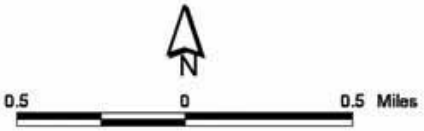




Figure 4

2002 AERIAL PHOTO

-  Rio Salado Beyond the Banks Study Area Boundary
-  Rio Salado Habitat Restoration Project

## B. Rio Salado Habitat Restoration Project

### 1. Project History

The regional concept for the Rio Salado Project is a habitat restoration and area development project along the Rio Salado within the Phoenix metropolitan area extending from the Granite Reef Dam to the Agua Fria River. Regional flood control projects in the early 20th century destroyed the natural riparian habitat of the Rio Salado by altering the perennial flow of water. The dry riverbed eventually became a location for sand and gravel mining operations, landfills, and illegal dumping activities.

In 1966, students at the Arizona State University College of Architecture developed the initial concept for the Rio Salado Project under the direction of Dean James Elmore and Professor Robert E. McConnell. Early studies proposed restoring life to the riverbed by rerouting water into a flood control channel along its bottom. The banks of the Rio Salado, with flood control measures in place, would serve as a focus for recreation, open space, commercial, housing, and industrial land uses. Figure 5 shows a timeline of project history.

In 1969, the Valley Forward Association, a public interest organization of business and civic leaders, assumed responsibility for continuing efforts to realize the Rio Salado Project. Valley Forward initiated a three-phased technical study consisting of a design study (Phase I), an alternatives analysis (Phase II), and feasibility studies (Phase III). This technical study culminated in the development of a master concept plan for land use, environmental design, and flood control for the Rio Salado from the Granite Reef Dam to the Agua Fria River.

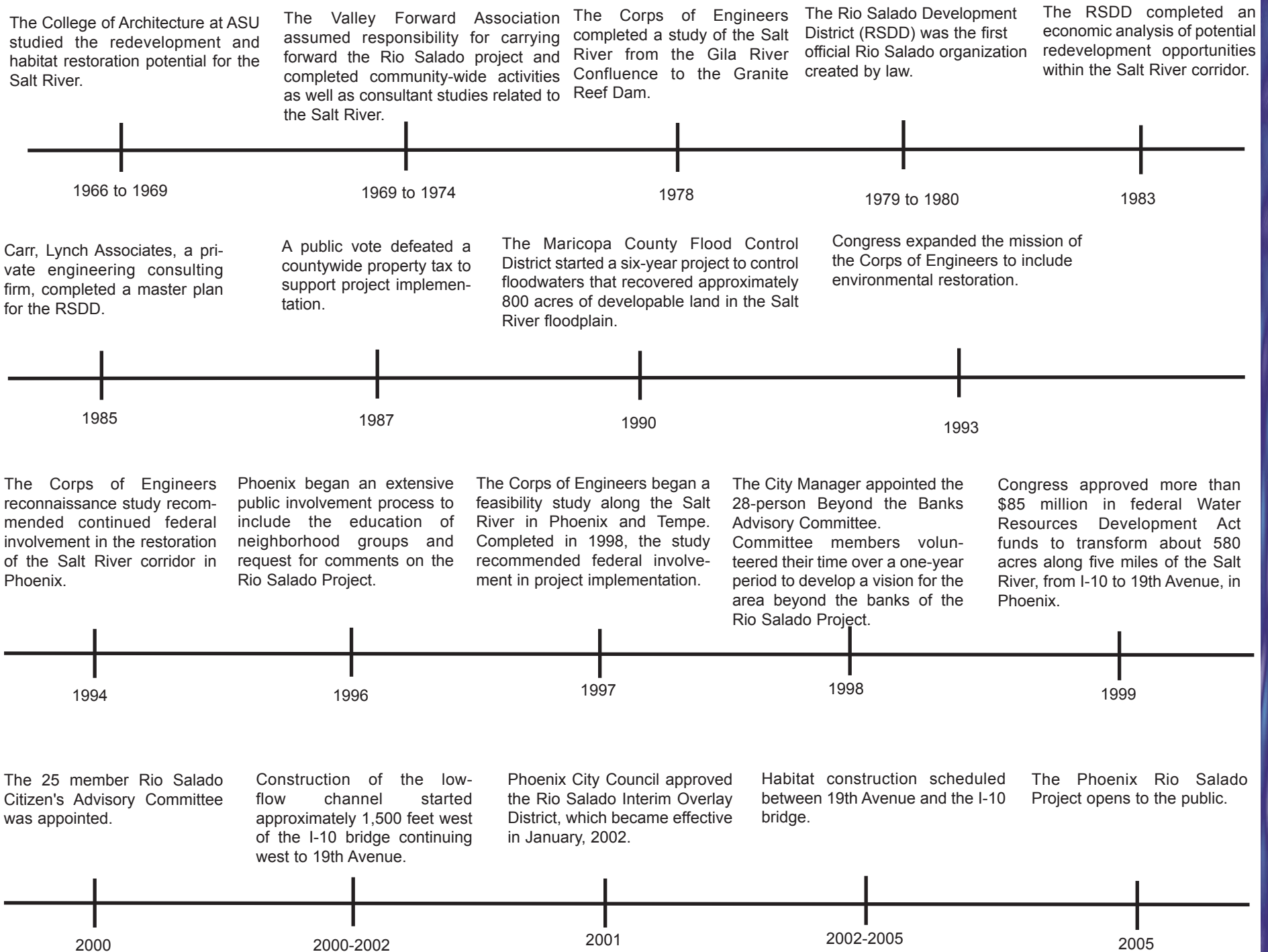
On August 7, 1980 the Rio Salado Development District (RSDD) became the first Rio Salado organization created by law. An official Rio Salado planning area was designated that generally followed the path of the river and was bounded by the Granite Reef Dam on the east and the Reems Road alignment (now Estrella Parkway in Goodyear) on the west. The transition of the river's name from "Salt River" to its earlier Spanish name of "Rio Salado" dates from these early planning endeavors.

In 1987, a Maricopa County property tax to support implementation of the Rio Salado concept was put to public vote. The proposal was defeated in Phoenix and other municipalities because of concerns about the original billion-dollar estimated project cost, lack of benefits to outlying communities, and impacts on neighborhoods and adjacent property owners. Tempe was the only municipality to approve the property tax. Subsequently, Tempe moved forward with development of Tempe Town Lake using inflatable dams and relying on local, county, state, and federal funding sources.

In the 1990's, county flood control projects and a newly expanded mission for the United States Army Corps of Engineers (Corps of Engineers) increased federal interest in the restoration of the Rio Salado corridor. The Corps of Engineers, in cooperation with the city of Phoenix, designed the project and prepared engineering plans for construction. The project received funding from federal and local resources in 1999. See Goal 2: Community Recreation, Objective B for a cross section of the Rio Salado Project.



**Figure 5. Rio Salado Project Timeline**



## 2. Rio Salado Habitat Restoration Project

Construction of the Phoenix Rio Salado Habitat Restoration Project (Rio Salado Project) began in June 2000. Congress approved the \$85 million dollar project in 1999. Federal funding from the Water Resources Development Act will fund pay two-thirds of the project costs, and local funds will pay the remaining one-third.

The Rio Salado Project is transforming 580 acres along five miles of the Rio Salado, stretching from 19th Avenue to approximately 1,500 feet west of the I-10 bridge. The project is designed to bring enough water into the Rio Salado to restore native grasslands, trees, and wildlife, while preserving the river's flow capacity. Trails for hiking, biking, and horseback riding are being developed as part of the project, which will open in 2005. Completion of this exciting undertaking is an important step toward generating local economic development benefits for the nearby community. The Maricopa County Flood Control District, a local partner with the city of Phoenix, is constructing the flood control elements of the project.

Planning for the Rio Salado Project involved a lengthy public involvement process that began in early 1997. Concepts, issues, and proposals were reviewed and considered for inclusion in the project. A free public newsletter, published in English and Spanish, was mailed quarterly to keep people informed about the project. The public involvement efforts continue to the present. As of September 2003, 300-plus public meetings have been held reaching over 10,000 attendees.

## 3. The Central Avenue Gateway

The Central Avenue Gateway, shown in Figure 6, will serve as the entry from the city to the Rio Salado Project's trails, facilities, and education



Figure 6. Gateway feature at Central Avenue and Rio Salado

center. The Gateway will ultimately consist of structures and plazas at all four corners of Central Avenue and the Rio Salado. The first-phase southeast Gateway feature has been completed. The project's design was an outcome of a series of public workshops with many sharing their ideas. Orcutt/Winslow Partnership, landscape architect Christy Ten Eyck, and local artist Rom Strich contributed to the project.

When completed, each of the Central Avenue Gateways will provide terraced seating, interpretative gardens, and a 40 by 80-foot shade structure. Each one-acre site will have a street-level plaza enclosed by a gabion retaining wall. Lawn activity space will complement each plaza.

Phoenix was awarded a grant from the Arizona Department of Transportation to fund the first Gateway plaza/structure. The city's Parks and Recreation Department teamed with the Phoenix Arts Commission and the Public Works and Street Transportation departments to complete this first phase of the Gateway project, which also included a new bicycle lane on Central Avenue. Once all four Gateway plazas are completed, the hope is to do a similar entry feature at each of the river's major street crossings.

## 4. Regional Context of Rio Salado Project

The Phoenix Rio Salado Project will provide flood control benefits, habitat restoration, opportunities for development in the area, and links to trails, parks, and transportation systems. In the metro area, Tempe Town Lake, Scottsdale's Indian Bend Wash, and the Phoenix Tres Rios Constructed Wetlands Demonstration Project near 91st Avenue and Baseline Road (Figure 7) provide flood control and recreation opportunities along the Rio Salado.

The Tempe Rio Salado project transformed a barren floodway into a recreation area with flood control structures and opportunities to develop adjacent land. The Tempe portion of the Rio Salado now consists of Tempe Town Lake, parks, boat docks, multi-use trails, aquatic center, and other amenities.

Scottsdale's Indian Bend Wash, once scoured by frequent and violent flooding, now includes recreational features such as a golf course, softball, volleyball and soccer fields, several fishing lakes, a swimming pool, and tennis courts.

Within Phoenix, efforts to restore habitat and enhance the natural functional capabilities of the river are underway west of 83rd Avenue through cooperative efforts between Phoenix, the U.S. Bureau of Reclamation, and the cities of Mesa, Tempe, Scottsdale, and Glendale. Tres Rios, a constructed wetland demonstration project using water

reclaimed from the 91st Avenue Wastewater Treatment Plant, is located near the convergence of three rivers: the Salt, Gila, and Agua Fria. The demonstration project is to the public for security reasons following September 11, 2001. Construction of the full-scale Tres Rios wetland, 6.5 square miles of riparian land between 91st and 115th avenues, will restore habitat, provide educational and recreational amenities, and test the ability of constructed wetlands to treat effluent from the Phoenix 91st Avenue Wastewater Treatment Plant. The project is expected to get underway in 2004 and be completed in 2009.



**Figure 7:** Phoenix Tres Rios Constructed Wetland Demonstration Project

### 5. Rio Salado Oeste

Rio Salado Oeste Feasibility Study is a planning effort to continue the habitat restoration project from 19th Avenue west to 83rd Avenue. Rio Salado Oeste would connect Rio Salado and Trés Rios, another river restoration effort between 83rd and 115th Avenue, recreating a riparian environment from 32nd Street to 115th Avenue. The study was completed in 2003. The public is invited to make comments on the study's final recommendations.

Project features are expected to include multi-use trails, interpretive signage, shade structures, restrooms, and parking areas. The habitat features will include mesquite bosques, wetlands, and cottonwood and willow gallery forests.

### E. Planning Guidelines

In 1998, the Phoenix City Manager created the Beyond the Banks Advisory Committee to identify potential benefits the proposed Rio Salado Project might have on the areas adjacent to the river. This 28-person citizen committee met over a one-year period to develop a vision for the area beyond the boundary of the Rio Salado Project. The

Beyond the Banks Summary Report (1999) identifies the results of the Beyond the Banks Advisory Committee's public involvement process, makes recommendations for future land uses, and develops broad planning goals. The report calls for industrial uses north of the river and a mixture of commercial and residential uses south of the river. Figure 8 provides a summary of the report's goals for the area. The committee was disbanded in 1999, and the 25-member Rio Salado Advisory Committee was appointed in 2000. It continues to provide input and continuity into the Beyond the Banks planning process.

### D. Public Outreach Process

The Beyond the Banks public outreach process began in early 2000 with a series of six public workshops to discuss land use preferences and gain input from area residents. On June 14, 2000, the city's Planning Commission initiated a request to develop an area plan for the Beyond the Banks area. In 2001, the focus shifted to establishment of regulatory development controls on the expansion of uses that detract from the Rio Salado Project and future investment potential.

<b>Figure 8:</b> Beyond the Banks Advisory Committee Guidelines Summary
<p><b>Access</b> The Beyond the Banks area plan should encourage and enhance access for the public to the Rio Salado Project, not restrict it. Revitalization should comply with the mandates in the federal Americans with Disabilities Act.</p>
<p><b>Ambience</b> Revitalization adjacent to the Rio Salado Project should create attractive, natural spaces for public enjoyment that extend and enhance the natural setting provided by Rio Salado. Design standards should be developed so that as revitalization occurs, the Rio Salado corridor is transformed in accordance with the Committee's Vision. An enforcement mechanism should be developed to ensure design standards are met.</p>
<p><b>Education</b> Nearby schools should be encouraged to develop science and environmental curricula that involve a first-hand observation of the ecological systems of the restored river. Public/private partnership efforts should be initiated to develop an environmental educational center adjacent to the Rio Salado Project to facilitate hands-on learning opportunities for students throughout the Phoenix area.</p>
<p><b>Employment and Economic Development</b> Business ownership opportunities created by economic development should be available for both small and large businesses. Appealing "showcase" projects near the river emphasizing attractive development should be initiated to kick-start revitalization and demonstrate the opportunities available.</p>
<p><b>History</b> The Beyond the Banks area plan should highlight the indigenous and social history of Phoenix's development along the river from historic to recent times. A survey of special places with historical value should be conducted in neighboring communities to facilitate their recognition and renovation and to provide design themes for future revitalization.</p>



<p><b>Housing</b> Revitalization should reflect compassion for existing residents and increased opportunities for home improvement as an option for long-term residents of owner-occupied dwellings. Incentives should be provided to create better housing and encourage infill development, including better access to shopping, schools, and employment.</p>
<p><b>Public Participation</b> Nearby residents, businesses, communities, and youth should be actively involved in planning and decision-making that affects the Beyond the Banks area. Public participation should not only provide input to the revitalization process but should encourage active support and a long-term commitment to fulfilling the Beyond the Banks vision.</p>
<p><b>Recreation</b> Recreational opportunities adjacent to the Rio Salado Project should provide activities both for residents and for visitors, ranging from active and athletic pursuits to more passive and contemplative ones. The Rio Salado Project should serve as the impetus for creating more family-oriented recreational and entertainment opportunities in the Beyond the Banks area. Opportunities to connect existing trails and open space corridors to the Rio Salado Project should be pursued.</p>
<p><b>Safety</b> Public health, safety, and security should be a priority concern in any planning for revitalization. The location and proximity of residential areas in relation to industrial areas should carefully consider the health and safety of residents.</p>
<p><b>Transportation</b> Creating pedestrian and bicycle-friendly opportunities for accessing and enjoying the Rio Salado Project should be given a high priority in transportation planning. Better public transportation to the project area should be provided from all areas of the city. A Rio Salado Scenic Drive should be created that complements the natural river setting and encourages slower vehicular speeds and non-vehicular uses.</p>

Public meetings were held before the Rio Salado Interim Overlay (RSIO) District was approved by City Council in December 2001 (see Rio Salado Interim Overlay District). Beginning in early 2002, a series of public meetings was held to present information about the Beyond the Banks Area Plan to members of the community and area stakeholders and to gain public input. Separate public meetings highlighted the scheduled work

plan, economic conditions analysis, environmental conditions assessment, vision statement, plan goals and recommendations, and five-year action plan priorities. The public outreach schedule shown in Figure 9 provides a detailed list of Beyond the Banks public outreach efforts and topics presented.

**Figure 9. Public outreach schedule 2002-2003**

Group	Date	# Attend	Topics	Issues/Questions
Rio Salado Advisory Committee	1-17-02	20	BTB Work plan/phases. Plans for Counselors of Real Estate (CRE) visit	Concerns for information overload-suggest breaking up public presentations into specific topics
BTB Public Meeting	3-26-02	140	Council member remarks, Planning process, Rio Salado Project (RSP), vision	Assesment of community input on area challenges/ Items of concerns to area residents and interested parties
BTB Public Meeting	4-23-02	60	BTB demographic, economic, & crime profiles. CRE summary recommendations, Police information	Issues discussed related to crime reduction, fishing and water recreation opportunities, flood insurance rates, community involvement, and employment opportunities
Rio Salado Advisory Committee	5-16-02	27	CRE report presentation	Independent observations and recommendations presented. Supportive of visitor center at Central Ave.
Target Area B	6-19-02	n/a	CRE report presentation	Improvement of multi-family housing and project funding. Request for more parks rather than golf course
BTB Public Meeting	6-25-02	50	Economic overview of BTB area	Review of area employers and employment. Need for high-quality, multi-family housing, recreational uses, and better range of retail. Job linkage programs

Group	Date	# Attend	Topics	Issues/Questions
Planning Commission	7-10-02	n/a	CRE report presentation	Scope of study, findings, recommendations
BTB Public Meeting	10-8-02	13	Update on environmental, Rio Salado Project, scenic drive, workforce development	Concerns related to clean-up costs on environmentally contaminated sites, park signage in RSHRP, recreation facilities, costs and economic impact of scenic drive, job opportunities, and workforce development in area
South Mtn. VPC Development Subcommittee	10-25-02	50	Repeat of 10/8 meeting: Updates on environmental, RSP, and scenic drive	Questions related to water quality within RSHRP, scenic drive funding, and timing of improvements
Collier International	12-04-02	25	Background of BTB,RSIO requirements, and economic opportunities in BTB area	Future land uses, warehousing as a valid land use, timing of project
RS Advisory Committee	1-16-03	25	Update on planning process,Vision, Goals/Objectives, plan, scenic drive/parkway	Range of s-f housing options/prices in area, environmental concerns, Superfund site delisting, neighboring land use to Envir. Center, 1-10 plans
BTB Public Meeting	3-3-03	55	Vision, Goals/Objectives, Plan	Timing, environment-IWU Corp.,transportation, parks, new commercial, housing range
Planning Commission	3-12-03	n/a	Vision, Goals/Objectives, draft BTB Plan	Update on area planning
Rio Salado Advisory Committee	3-20-03	20	Action-vision, goals/objectives. Draft plan, planning process, public hearings	Distinction between ownership, high-density, attached residential and single-family, detached housing. Distribution of industrial uses-conversion of pits. No quorum present/no action
G. Brooks-Southminster Pres. Church/Gila River Indian Community	4-2-03	10	Overview of BTB planning/BTB area draft plan with emphasis on areas proximate to riverbed	Plans for residential uses along the river, timeframe for reclamation of sand and gravel mining pits
ADEQ/Maricopa County	4-3-03	8	Field visit to RS/BTB area to observe sites that pose air quality/odor and other environmental problems	Environmental waste facilities, pumping odors, mining pits and landfills, dust problems. Also interested in plans and new standards that will eventually reduce air pollution in BTB area
South Mountain Village	4-08-03	40	Presentation of BTB draft plan, Vision, Goals/Objectives	Update on planning efforts. Questions pertained to golf course ownership and proposed roadwork contracts
Central City Village Planning Committee	4-14-03	16	Update on BTB: RSIO, Draft Vision, Draft Goals/Objectives, draft land use map	Positive response and appreciation for area planning efforts. Questions on scenic drive, parkway, and general development
South Mtn./Laveen Chamber of Commerce	4-17-03	50-60	Presentation of BTB draft plan, Vision, Goals/Objectives/Housing/economic projections	Introduced BTB area redevelopment concept to South Mountain area business owners. Very enthused about BTB potential and future economic growth. Questions related to timing and city's role in revitalization
Rio Salado Advisory Committee	5-15-03	25	Employment/housing projections Action/vision, goals/objectives, plan. Goals 1 and 3 text	Vision and Goals/Values approved with minor changes to wording that strengthened references to local area and businesses. Went over Goal #1 Land Use in detail

Group	Date	# Attend	Topics	Issues/Questions
Community Excellence Project	5-29-03	25	BTB/SPV relationship, Vision statement, six Goals and Objectives	Expressed need for more services and commercial opportunities in the area. Questions related to expansion of industrial uses, filling of pits, siting of new parks and recreational facilities, and screening outdoor uses
BTB Public Meeting	6-19-03	22	Projections, drafts of map, all 6 Goals and Objectives	Timing of development, redevelopment buy outs and use of eminent domain, rezoning possibilities, type of infill housing, desire to maintain rural, open spaces, future schools and parks, Del Rio Golf Course and adjacent uses, and area clean up and maintenance
Target Area B	6-04-03	n/a	Presentation of BTB draft plan, Vision, Goals/Objectives	RSIO and screening of outdoor storage, changes in zoning and land uses
Rio Salado Advisory Committee	7-17-03	25	Presentation of Land Use, Comm. Recreation, Economic Dev. and Neighborhood recommendations	Del Rio Golf Course and associated development, land banking, follow-up with other departments, consistency of trails plans, Del Rio/new park facilities, area history
NSD Management Presentation	8-13-03	50	Presentation of Land Use and Community Recreation Goals and Recommendations/BTB overview	Community support of BTB planning, infill housing, land assembly, redevelopment area, and planning implementation
BTB Public Meeting	8-21-03	21	Presentation of Economic Development and Neighborhoods Goals and Recommendations /BTB overview	Questions concerned area redevelopment process, MAG proposed parkway, scenic drives, airport noise, industrial encroachment, and potential for property value increases in the BTB area
Rio Salado Advisory Committee	9-18-03	20	Presentation of Neighborhoods, Accessibility, and Safety Goals and Recommendations and 5-Year Action Plan Priorities	Comments and suggestions from the committee related to separation of residential from incompatible industrial land uses, public transit connecting Rio Salado Project with South Mtn. Park, and police/park ranger patrols along scenic drives. Unanimous vote to support the Plan
South Country Homeowners Assn.	9-24-03	5	Discussion of redevelopment processes and possible future impacts to area south of Del Rio Golf Course development	Concerns are that they are not represented on RSAC and that their large-lot properties south of the Del Rio golf course site may become a focus for future development efforts
BTB Public Meeting	9-25-03	18	Presentation of Accessibility and Safety Goals and Recommendations/5-Year Action Plan Priorities/BTB overview	Concerns were that youth facilities be expanded in the area and that area residents are included in any future plans for area redevelopment activities
Counselors of Real Estate	9-30-03	8	Presentation of Plan Goals, Objectives, Recommendations, and 5-Year Action Plan Priorities	CRE members made suggestions to do quick projects, for example, youth sports facility, that will bring people into the area, generate interest, and spur investment
Central City Village Planning Committee	10-13-03	30	General Plan Amendments BTB plan and scenic drive (north)	Unanimous vote to recommend approval of the three GPAs related to BTB and scenic drive (north)
South Mountain Village Planning Committee	10-14-03	50	General Plan Amendments BTB plan and scenic drive (south)	Voted 12-1 to recommend approval of the three GPAs related to BTB and scenic drive (south). Dissenting vote was concern about equestrian trails



Group	Date	# Attend	Topics	Issues/Questions
Development Advisory Board	10-16-03	50	Presentation of BTB draft plan including Recommendations and 5-Year Action Plan Priorities	No questions or comments from Board. General endorsement and approval of planning efforts expressed-no action
Planning Commission	10-22-03	150	Presentation of 4 GPA's, BTB land use plan, scenic drives, 5-Year Action Plan Priorities	First hearing. Questions related to environmental concerns with Rio Salado Project, BTB plan impact on industrial expansion, scenic drive location, zoning changes, RSIO. Support for BTB Plan expressed
South Country Homeowners Assn.	11-4-03	11	Listen to concerns	Area clean up, BTB land use designations, CRE, equestrian trails
Planning Commission	11-5-03	n/a	Presentation of 4 GPA's, BTB land use plan, scenic drives, 5-Year Action Plan Priorities	Voted 7-0 to recommend approval of the four General Plan Amendments:Area plan, land use designations, and Rio Salado scenic drives (north and south)
City Council	11-19-03	n/a	Present 4 GPAs and BTB land use plan	Voted 7-0 to approve four General Plan Amendments: Area plan, land use designations, and Rio Salado scenic drives (north and south). Effective 12/17/03

## II. Policy Guidelines

The General Plan and three adopted area plans provide the public policy basis for this area plan. These three adopted areas plans include Target Area B Redevelopment Plan, South Phoenix Village Redevelopment Area Plan, and Rio Montaña Area Plan.

### A. General Plan

Arizona state law requires that each city adopts a General Plan to guide the physical development of the community. The City Council, city boards, commissions, committees, and staff all use the General Plan to guide community development in ways that will ensure economic vitality, sustainability, and character preservation. The General Plan includes 16 elements, a Land Use Map, and a Street Classification Map to accomplish its goals.

The city adopted a major General Plan update in December 2001, and voters ratified it in March 2002. Prior to this update, the General Plan mentioned only that the Rio Salado Development Area should be developed with non-urban, flood-compatible uses in order to serve as an open space or recreation-oriented area. The current plan, however, makes specific references to the development of the Rio Salado. The General Plan also acknowledges that the restoration of the Rio Salado should serve as an impetus to revitalizing the area Beyond the Banks.

Three elements of the General Plan in particular focus on the Rio Salado and the future of its surrounding area: Land Use, Open Space, and Circulation.

The Infill Goal of the Land Use element asserts that vacant and underdeveloped land in older parts of the City should be developed in a manner that is compatible with surrounding development and the long-term goals for the area. It states that public investment in the Rio Salado Project should be taken advantage of to encourage compatible adjacent land uses. This goal recommends the development of an area plan in order to identify areas to be preserved or redeveloped with different land uses. It further advocates identifying locations for a Rio Salado scenic drive to provide access and visibility to the Rio Salado Project. This scenic drive will be placed on the Street Classification Map as part of the General Plan. Additionally, the General Plan recommends identifying alternative land uses for lands adjacent to the river that are currently shown as publicly owned Parks/Open Space but are actually privately owned.

The Infill Goal also indicates that environmental restoration projects should be established along the entire portion of the Rio Salado located within Phoenix. The goal suggests that the city should work with the U.S. Army Corps of Engineers to fund additional Rio Salado projects extending west of 19th Avenue and east of 32nd Street.

The General Plan adopted Infill Development Incentive Districts (Figure 10) to encourage development on vacant or underdeveloped land in the city. Development in these areas may be encouraged with fee

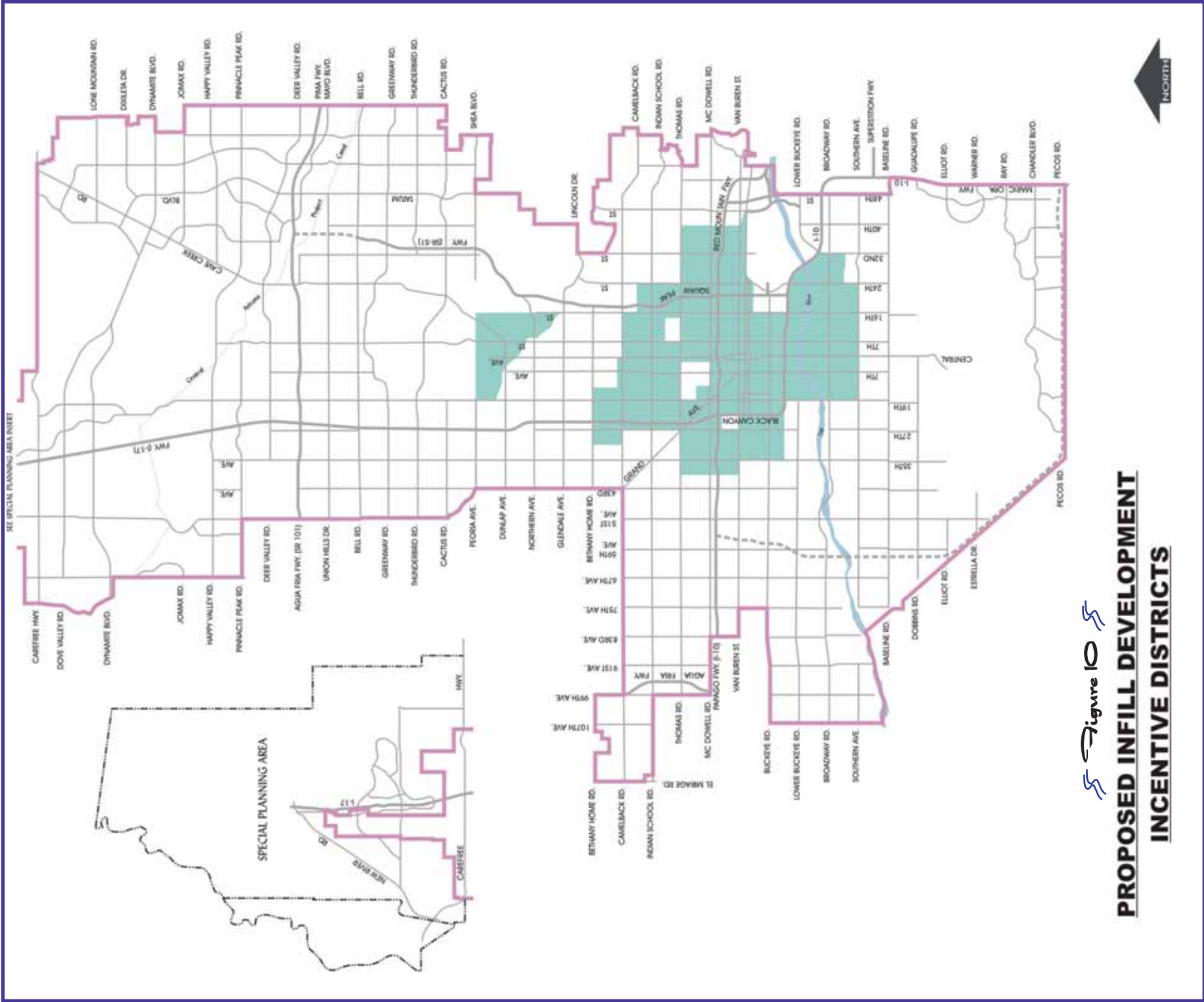


Figure 10

**PROPOSED INFILL DEVELOPMENT INCENTIVE DISTRICTS**

waivers or other forms of financial assistance and allow modified development standards through use permit requests. The Infill Development Incentive District covers the entire Beyond the Banks area. The Rio Salado Beyond the Banks Area Plan designates a variety of infill residential densities as well as commercial and public uses that will be compatible with the long-term character and goals for the area. Additionally, the plan supports quality infill development through the implementation of specific guidelines.

The Linear Open Space Goal of the Open Space element states that linear systems of open space, such as canals and rivers, should be part of a continuous, non-motorized trail system. This goal advises that open space and recreation-oriented development in the Rio Salado be provided through the implementation of a master plan and the expansion of the Rio Salado Project. Expansion of the project to both the eastern and western city limits is encouraged.

The Desert Parks and Preserve Goal of this same element supports a network of shared-use trails and pathways that is safe, convenient, and connected within an open-space system of desert parks and preserves. Meeting this goal will link the Rio Salado with other parks or preserves such as Papago Park, the Phoenix Zoo, and the Desert Botanical Gardens.

The Effective Multi-Modal Transportation System Goal of the Circulation element encourages the development of a system that will allow the movement of both goods and people safely and efficiently, especially into and between village cores. This goal recommends the construction of the Rio Salado Parkway between South Mountain Loop 202 and 7th Street south of the Rio Salado. It details this street as a six-lane, limited-access parkway that will utilize right-of-way other than existing arterial streets.

The Rio Salado and area beyond the banks are specifically noted in three other General Plan elements: Recreation, Natural Resources, and Conservation, Rehabilitation & Redevelopment.

The Conservation, Rehabilitation & Redevelopment element contains the goal of Elimination of Deterioration and Blight. This goal aims to encourage new development and reinvestment. The General Plan supports the restoration of the Rio Salado in order to serve as a catalyst for revitalizing adjacent areas. It recommends that plans be developed for the area adjacent to the Rio Salado that will maximize the benefits of the river restoration and revitalize the area with a desired mix of land uses.

The Wildlife Protection Goal of the Natural Resources Conservation element states that large and intact patches of native vegetation should

be maintained in order to protect native wildlife. This goal discourages exotic species in areas of Sonoran Desert significance (mountainous areas, streams/rivers, desert washes, and riparian zones) and specifically recognizes the Rio Salado. It recommends investigating possible funding to revegetate areas where exotic species have replicated and replaced native species.

The Recreation element discusses major trail corridors and destinations, many of which are proposed to connect with the Rio Salado. The city and public are working together to finalize specific alignments.

The Rio Salado Beyond the Banks Area Plan is further tied to the General Plan through goals of the Land Use element that relate to achieving a healthy employment-jobs balance, increasing mixed use developments, creating pedestrian-oriented development, protecting residences from incompatible land uses, and ensuring a diverse housing mix. Other elements of the General Plan that support this plan include Neighborhood, Safety, Housing, Environmental Planning, and Public Buildings.

## B. Adopted Area Plans

The 2001 General Plan update did not amend Beyond the Banks land uses between Central and 24th Street south of the river pending the results of this area plan. Recent amendments to the General Plan in the Beyond the Banks area, however, occurred through three adopted area plans and are reflected in the General Plan Map (Figure 22). The adopted area plans, Target Area B Redevelopment Plan, South Phoenix Village Redevelopment Area Plan, and Rio Montaña, as well as the South Central Avenue Corridor Study, overlap parts of the BTB area (Figure 2). This section highlights the key elements of each area plan and the South Central Avenue Corridor Study.

### 1. Target Area B Redevelopment Area Plan

Target Area B (TAB) was identified in 1978 as a focus for area stabilization, development, and redevelopment. The impetus for this designation was the Community Development Block Grant Program that provided federal dollars for removal of slum and blight conditions and general improvement of deteriorated neighborhoods. When the redevelopment plan was adopted in 1980, TAB was bounded by Broadway Road on the north, 24th Street on the east, Southern Avenue on the south, and 7th Avenue on the west. In 1998, the northern boundary of the TAB Redevelopment Plan was amended to include parcels along the north side of Broadway Road and beyond. Those parcels lie within the Beyond the Banks boundaries (Figure 2).



The TAB Redevelopment Plan identifies land uses for that portion of the TAB north of Broadway Road as well as development actions for that area. Consideration has been given to those proposed land uses and how they comply with the future goals of the Beyond the Banks Area Plan. Where land uses identified in the TAB Redevelopment Plan are not consistent with the land uses identified for the Beyond the Banks Area Plan, it may be necessary to amend the TAB Redevelopment Plan.

## 2. South Phoenix Village Redevelopment Area Plan

The South Phoenix Village (SPV) Redevelopment Area was first approved by City Council in 1989. The original redevelopment area extended two blocks north and south of Broadway Road (Wood Street to Marguerite Avenue) between 24th and 28th streets. The boundaries were expanded in 2001 to include the area located between the Rio Salado on the north, Roeser Road on the south, 24th Street on the west, and 32nd Street on the east to correspond with the Neighborhood Incentive Area already operating there. A portion of the Beyond the Banks area north of Broadway Road and east of 24th Street overlaps the SPV Redevelopment Area (Figure 2). Key elements of the SPV Redevelopment Area include recommendations for residential, commercial, and industrial land uses.

The redevelopment area focuses on neighborhood commercial amenities at the intersection of 24th Street and Broadway Road. Plans for this "Four Corners" intersection also include a community services/police sub-station facility.

## 3. Rio Montaña Area Plan

The Rio Montaña Area Plan covers the area bounded by the Rio Salado on the north, South Mountain Park Preserve on the south, Central Avenue on the east, and 27th Avenue on the west. The Rio Montaña Area Plan was adopted by City Council on May 17, 2000. The Plan recommends future land uses and proposes development guidelines and standards that will guide the transition of this area from one that is primarily agricultural to one that is dynamically urban while still maintaining its existing character.

A portion of the Beyond the Banks planning area, between Central and 19th avenues from Broadway Road to the Rio Salado, was addressed as part of the Rio Montaña Plan. The Plan makes a number of recommendations concerning land uses in the area while recognizing the impact that the Rio Salado Project might have on adjacent parcels of land. Two new land use categories were introduced into the Rio Montaña area. The first of these is Residential Transition that designates areas that are currently being used for non-residential uses but that may transition over time to residential uses as a result of Rio Salado Project improvements. The second is the Mixed Use

Commercial/Industrial designation that applies in those areas where there may be a long-term potential for either type of land use. This designation allows property owners to have greater development flexibility with both options. Preparation of the Rio Montaña Plan involved considerable public participation that resulted in a community consensus regarding the Plan's land uses.

Beyond the Banks planning provided the opportunity to revisit the land use designations in that portion of the Rio Montaña Plan where the two plans overlap. The Beyond the Banks Area Plan includes refinements to residential densities and industrial-to-residential transition areas. It also adds commercial uses at 7th Avenue and Broadway Road and identifies the public/quasi-public use (Ed Pastor Transit Center) at Central Avenue and Broadway Road.

## 4. South Central Avenue Corridor Study

This study was adopted in May 1993 and consists of recommendations for the area along Central Avenue from the south bank of the Rio Salado to the Highline Canal located approximately 1/4 mile south of Baseline Road. The portion of the South Central Avenue Corridor from the south bank of the river to Broadway Road is included in the Beyond the Banks planning area. The South Central Avenue Corridor Study identifies proposed land uses within the corridor based on analysis of existing conditions. The Beyond the Banks planning and implementation processes address many of those conditions and proposed land uses.

What is most important about the South Central Corridor Study is the recognition of the significance of Central Avenue to enhancing the image of South Mountain Village. South Central Avenue is the pedestrian and vehicular connector between the two major physical assets of South Mountain Village - the Rio Salado and South Mountain Park Preserve - and is the village's most significant commercial spine. The study's Urban Design Continuity section of the Strategies Report recognizes the significant impact that redevelopment of the Rio Salado will have on the community and identifies the south bank as the future site for a gateway development. This gateway area will welcome people to South Mountain Village and enhance the area's image and unique character.

## III. Historic and Existing Land Use

Several resources were used to identify historic and existing land uses in the study area. Recent aerial photos provide an overview of the project area (Figure 4). A land use survey conducted by Planning Department staff in 2001 shows generalized existing land uses (Figure 18). Historical archives; aerial photos from 1937, 1949, and 1957; and city land use surveys conducted in 1962 and 1963 provided historical information.

## A. Historic Land Use

### Early Land Use (Before annexations of 1952, 1959, and 1960)

The first known settlement of the lands near the banks of the Salt River (now Rio Salado) arose over a thousand years ago as farming peoples, who had migrated into the Salt River Valley from present-day northern Mexico, developed a network of irrigation canals and towns in the area. Now called the Hohokam, this ancient agricultural society farmed extensively throughout the valley, skillfully managed their water resources, and created a complex civilization.

The present-day Rio Salado Beyond the Banks planning area was the site of at least four Hohokam canals and two nearby towns that were located on higher ground beyond the river's floodplain. No archeological evidence of Hohokam cultural resources presently remains along the banks of the river as a result of disturbance from floods, riverine deposition and cutting, sand and gravel mining, and landfill activities.

The historic settlement and agricultural development of these riverside lands during the 1870s was concurrent with the early founding of Phoenix and other nearby agricultural communities within the Salt River Valley. Anglo and Mexican farmers had established grain farms along their newly constructed (1871) San Francisco Canal.



Figure 11. Historic photograph of the San Francisco Canal

The canal, shown in Figure 11, extended west from the Tempe area along the south bank of the Salt River. The north branch of the canal reached beyond Central Avenue; the south branch between 28th and 16th Streets. The 1880s Marmonier Canal branched off the San Francisco at a point near 14th Street north of Broadway Road and flowed to the southwest terminating at a point near 7th and Southern avenues. Until the 1950s, a "farm-to-market" dirt roadway ran along the north side of the tree-lined north branch.

Although several pioneers had established homesteads in the area near the river and along the

San Francisco Canal, the first of these to consolidate large parcels of land was Michael Wormser. He eventually acquired some 9,000 acres, most of the land between the Salt River and the South Mountain foothills between 7th Avenue and 48th Street. Wormser was able to farm most of his land as he increased his investment in water rights within the area.

Following Wormser's death in 1898, the Bartlett-Heard Land and Cattle Company acquired the bulk of his property (6,070 acres) in 1901. Headquartered at 24th Street and Broadway Road (later at 28th Street and Vineyard Road), the Bartlett-Heard Ranch was one of the most successful and diversified farming operations in the Salt River Valley in the early twentieth century. Although alfalfa was the primary crop grown, other grains, citrus, fruits, nuts, and vegetables were produced, and cotton and livestock, including cattle, horses, mules, sheep, poultry, and ostriches, were raised.



Figure 12. Postcard view of typical southside farmlands of the early twentieth century

The 1911 completion of the Roosevelt Dam and Center Street Bridge (Central Avenue Bridge) brought changes to the area. Although the new dam assured a steady water supply, federal land reclamation law limited water users to 160-acre holdings and led, ultimately, to the subdivision of the Bartlett-Heard Ranch. Better access to lands south of the Salt River provided by the new bridge (Figure 13), as well as the provision of electricity and concrete roads, made land subdivision economically feasible and opened up the area to early residential development. Although some of the property was subdivided and sold as 160-acre parcels, most of the land was sold in 10 to 60-acre tracts.



Many of these smaller properties were purchased by "gentlemen farmers" who established homes within the citrus groves but commuted to work in the city. Other groups, most notably African Americans, came into the area to work in agricultural production, especially in cotton farming.

With subdivision of the Bartlett-Heard lands, the San Francisco Canal passed into ownership of the United States Reclamation Service. After 1917, the Salt River Valley Water Users' Association (an organization within the present SRP) took over operation and of the canal, which continued to play an integral role in the southside water distribution system into the mid-1950s. Although much of the watercourse is now piped and underground, sections of the still-unlined canal regularly carry irrigation water to local users.

By 1925, some 300 homes were located in the South Mountain area, and over 600 students were enrolled at Roosevelt School at 7th Street and Southern Avenue. The area's first residential tracts, characterized by small lots, were platted between the Salt River bed and Broadway Road from 3rd Avenue to 7th Street. Other residential subdivisions extended south to Southern Avenue and east to 16th Street. Farther to the south and east, properties of larger lots of 20 to 60 acres and farms of up to 160 acres prevailed. The Salt River, its extensive floodplain, and large-acre farmlands occupied the area to the west of the emerging residential settlement nucleus.

The expansion of residential uses in the area continued as new subdivisions were platted in the following decades. Among these were Southgate Park (1928), Patton Place (1928), Central Gardens (1945), and North Broadway Estates (1947). A study of aerial photographs (1939, 1949, and 1957) taken during the pre-annexation period reveals this intensification of residential uses and the concurrent loss of agricultural activities, especially in the area south of the river.

North of the river, lands that extended to the Southern Pacific Railroad tracks were a patchwork of agricultural fields and a series of Hispanic barrios, or neighborhoods. Early Anglo settlement in the area was abandoned following severe floods in the early 1890s that reached the downtown. Sporadic flooding served to reinforce the already limited appeal of the lower-lying southern additions and permanently redirected the preferred area of growth to the north and east away from the river.

The barrios, originally confined to the area between Central Avenue and 16th Street expanded to the east and west during the decades following the damming of the river. The predominately minority residents of these neighborhoods, restricted from other housing areas of the city, represented a broad social and economic spectrum. As a result, the quality of housing varied considerably and ranged from what the Arizona Republican newspaper identified as "foul slums" to "better housing in rows of well-kept homes with landscaped lawns." Several distinct neighborhoods that remain to the present, including Green Valley and Watkins, originated in this pre-1950 period of the city's growth.

Much of this residential swatch within the Rio Salado/Beyond the Banks area north of the river, however, was cleared during the late 1950s to make way for the construction of the I-17 freeway and during the 1970s with the expansion of Sky Harbor Airport.

Early commercial activity south of the river was limited to the Bartlett-Heard Ranch commissary, which served as a general store. The area's first grocery store opened at Central Avenue and Broadway Road in 1913 and established that intersection as a focus of subsequent commercial growth.

Recreational uses have long been a part of the Rio Salado riverbanks. In the city's early years, the river and irrigation canals served as local "swimming holes." In 1914, Riverside Park, a private recreational facility, opened on the north bank of the Salt River east of Central Avenue. The park transformed a former dumping ground to create a "fairyland" on the river that was for many years the "summer funspot of the Valley." The park featured, at various times, a dance pavilion, dining room, band concerts, outdoor movies, athletic fields, desert

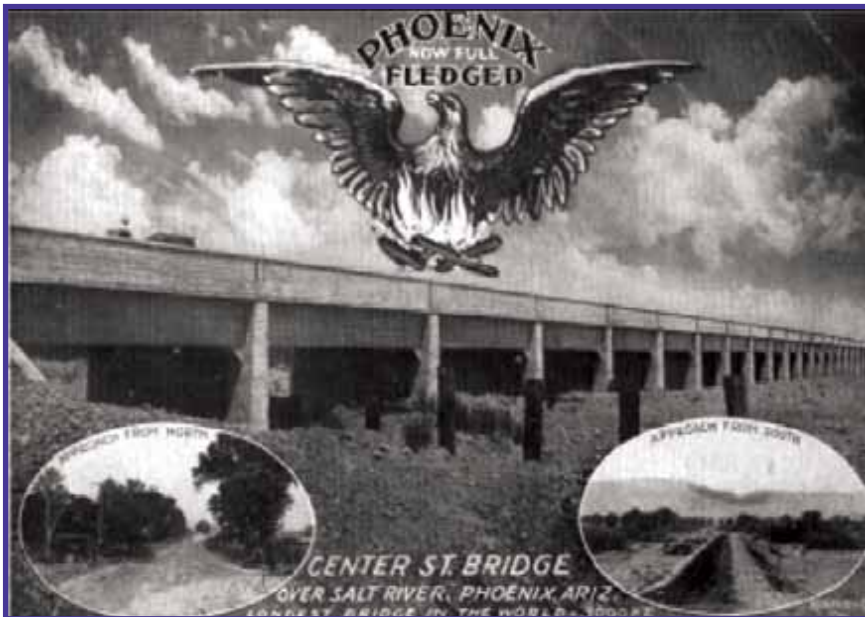
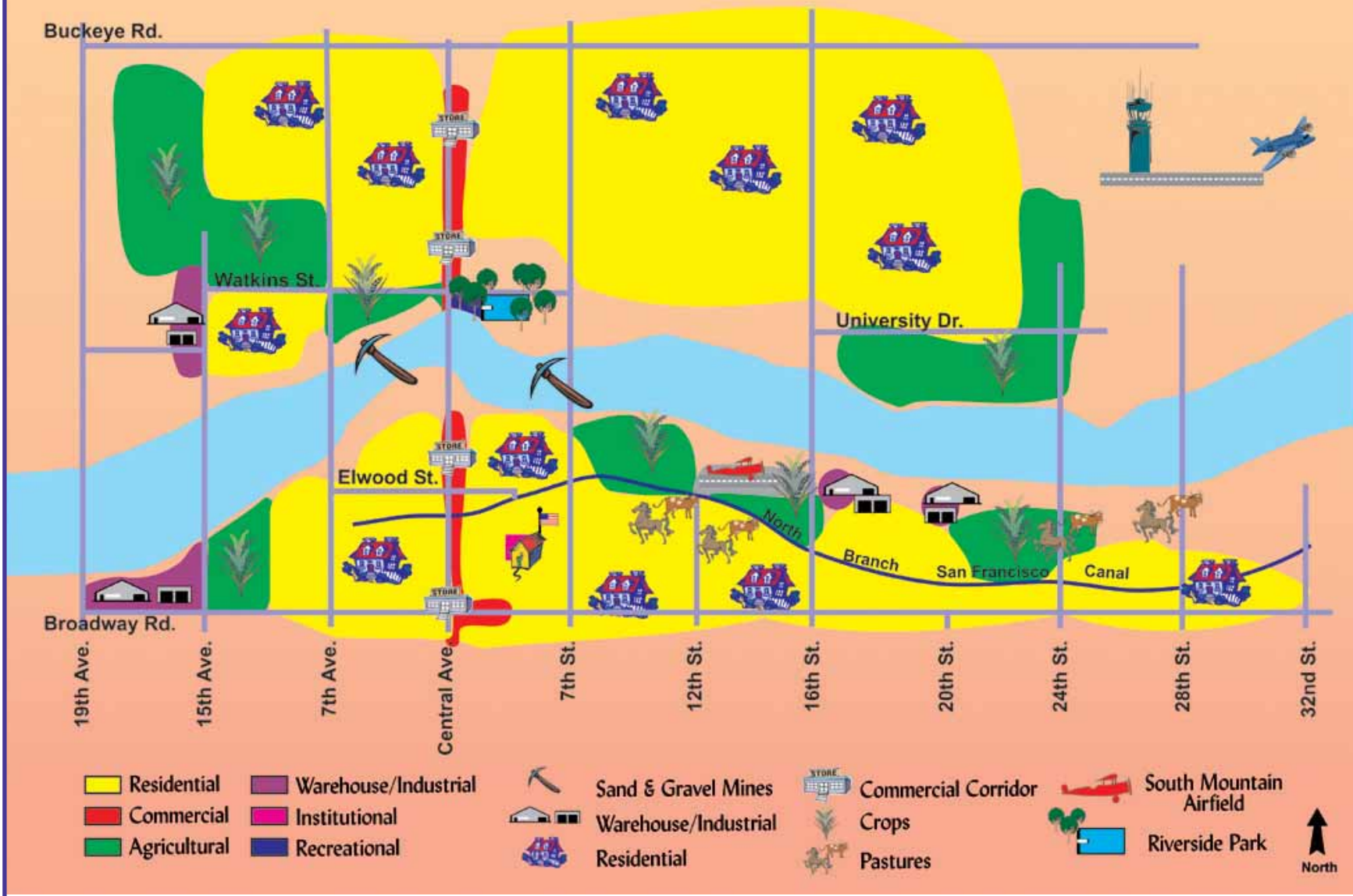


Figure 13. 1911 Postcard of Center St. (Central Ave.) Bridge showing north and south approaches, advertised here as "the longest bridge in the world - 3000 ft."



Figure 14

# Rio Salado Beyond the Banks Historical Character Map - Circa 1962



animal zoo, and a well water-fed swimming pool with a waterfall, water slide, sandy beach and overflow stream that flowed down to the riverbed and was used by children as a wading "brook" (Figure 15).

The popularity of Riverside Park led to the opening in the late 1920s of two other nearby amusement facilities. Repeated flooding and occasional fires ultimately contributed to the demise of these riverside recreational uses, some of which persisted until the mid-1980s.

Industrial uses in the area during the first half of the twentieth century were almost wholly restricted to the sand and gravel operations that had mined in the riverbed near Central Avenue since the 1930s. A 1937 Maricopa County General Highway and Transportation Map issued by the Arizona State Highway Department indicates that there was one such operation west of Central Avenue on the south side of the river and three to the east on the north side of the river next to Riverside Park. These operations had become extensive by 1949. Land use maps and aerial photos of the area, however, indicate that there was little evidence of other extensive industrial use along the riverbanks at that time. The intensification of mining and other industrial land uses in the area increased with the growth of the Phoenix area only in the post-war period (Figure 14. Historical Character Map).

*Contemporary Land Use (After annexations of 1952, 1959, and 1960)*

The Rio Salado Beyond the Banks area came into the city in three separate annexations. Before these annexations, the area was under Maricopa County jurisdiction and subject to its land use and zoning regulations. Following the annexations, however, the area was rezoned by the city to conform to its zoning standards.

The first annexation occurred in 1952 and took in only a small area that included lands immediately adjacent to Central Avenue south of the present I-17 freeway alignment extending to the south bank of the Salt River. A second annexation in 1959 brought under city jurisdiction other portions of the area lying south of the freeway alignment and north of the present Pioneer Street/Miami Street alignment (approximately the 3200 block south). The entire area south of the river came into the city in 1960 in a third annexation that included large sections of south Phoenix, much of which comprises the present South Mountain Village and portions of Laveen Village.

A 1962 city land use survey of the area south of the river shows that the predominant land use at that time was residential and included single-family, multi-family, and mobile home housing. North of the river, residential areas struggled to survive following removal of numerous

structures in preparation for freeway construction. Large parcels of agricultural land uses, predominantly croplands, pastures, and livestock enclosures, remained both north and south of the riverbed. Commercial uses extended along Central Avenue and were interspersed with residential uses along Broadway Road.



*Figure 15.* Aerial photograph (1957) of Riverside Park located on the north bank of the Salt River east of Central Avenue

Other land uses depicted on the 1962 land use map include institutional, recreational, and industrial uses. Over a dozen churches, an elementary school, and a city landfill were located in the area. Riverside Park was still in existence; its dance hall operated into the 1980s. In addition to the sand and gravel mining operations in the riverbed, Union Rock and Material between 7th Avenue and Central Avenue and Arizona Sand and Rock between Central Avenue and 12th Street, other industrial uses were evident at that time. Although these industrial uses were scattered both north and south of the river, they were concentrated in areas immediately adjacent to the riverbanks. Only a few small industrial sites were located near residential properties.



**Figure 16:**  
Sand and gravel mining operation along the Rio Salado

## B. Existing Land Use

At present, the Beyond the Banks planning area is a mixture of residential, commercial, and industrial land uses (Figures 16, 17, and 18). Neighborhoods are located throughout the area south of the river, and individual parcels vary in use from multi-family to large lot residential. Industrial land uses include landfills, sand and gravel operations, manufacturing, warehouse, and open outdoor storage facilities. Large mining and landfill operations are located adjacent to the Rio Salado (Figures 19 and 20). Business parks are found primarily in the north and east portions of the study area. Broadway Road and Central Avenue have concentrations of commercial and light industrial land uses.

## C. Brownfields

Some land uses in the planning area have left behind contaminated land, or brownfields. Brownfields are abandoned, idle, or under-utilized industrial and commercial properties where expansion or redevelopment is complicated by real or perceived environmental contamination. The city of Phoenix Brownfields Land Recycling Program provides assistance to property-owners and developers as they confront obstacles resulting from conditions of contamination. The program is available citywide, with a focus on several economically disadvantaged areas within central Phoenix where economic revitalization is a goal. These focus areas include several designated redevelopment areas, neighborhood initiative areas, and neighborhoods adjacent to the Rio Salado Project. Brownfields reclamation and reuse are addressed in the Land Use and Safety goals and recommendations of the Plan.

## D. Existing General Plan Land Use Designations

The General Plan's Land Use element provides comprehensive direction for growth, conservation, and redevelopment. The General

**Figure 17: Existing Land Use**

Description	Area Acres	Percent of Total
Active Landfill	228	6%
Agricultural	1	0%
Commercial	119	3%
Educational	11	0%
Industrial	694	17%
Institutional	31	1%
Light Industrial	863	21%
Multi-Family Residential	35	1%
Public Facility	18	1%
Recreational Open Space	10	0%
Rio Salado Habitat Area	582	14%
Sand and Gravel	191	5%
Single-Family Residential	395	10%
Vacant	882	22%
<b>Total</b>	<b>4,061</b>	<b>100%</b>

Source: City of Phoenix Planning Department, 2001

Plan is both long range and visionary and provides guidance for actions to be taken in the future.

The General Plan designates 1,715 acres (38%) of the study area as parks and open space. In addition, 1,094 acres (24.5%) have industrial land use designations. Residential land uses comprise 865 acres (19.4%) of the study area. Residential land uses are proposed with higher densities south of the river and east of Central Avenue.



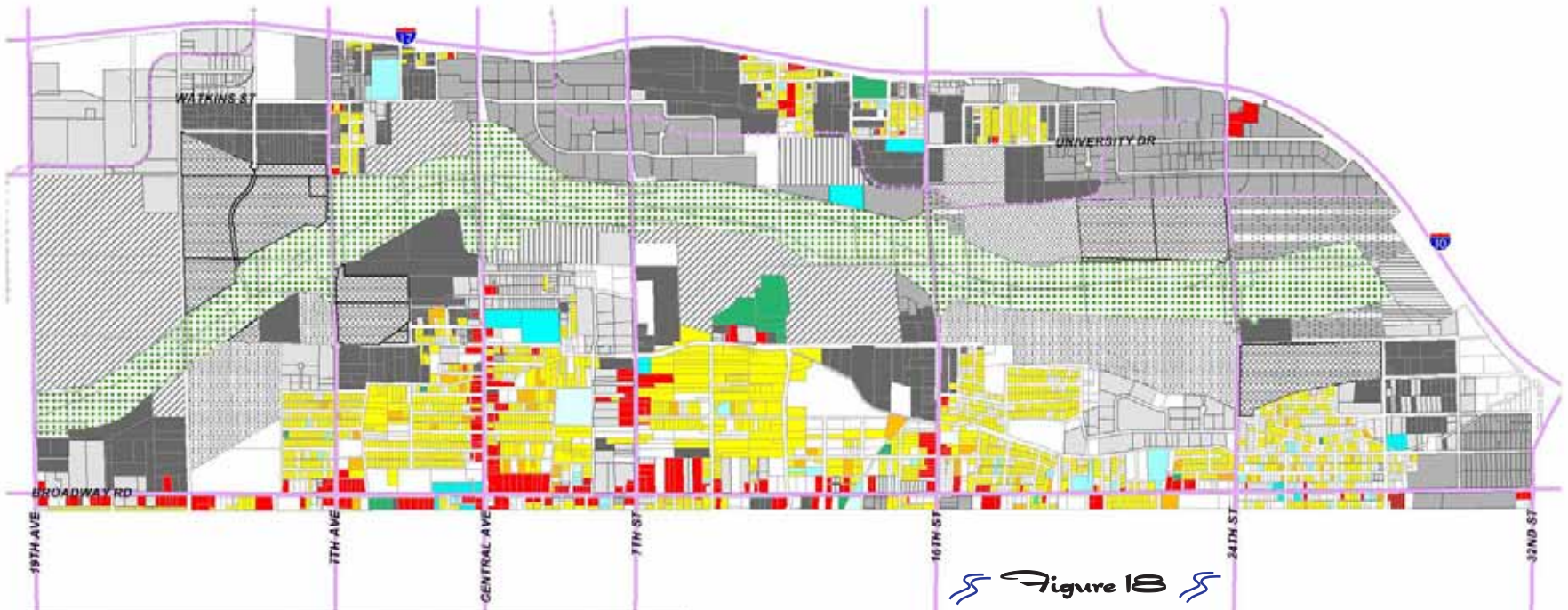


Figure 18

### Rio Salado Beyond the Banks Area Land Use

Land Use	Sq Feet	Acres	Percentage	Land Use	Acres	Percentage
Small Lot 0-5 du/ac	17,023,747	391	9.6%	Residential	425	10.5%
Medium Density 5-15 du/ac	1,417,263	33	0.8%	Commercial	109	2.7%
High Density 15+ du/ac	71,151	2	0.0%	Industrial	2,302	58.6%
Commercial	4,709,626	108	2.7%	Public/Quasi Public	74	1.8%
Warehouse & Light Industrial	16,822,986	388	9.6%	Transportation	5	0.1%
Industrial	21,009,336	482	11.9%	Open Space	616	15.1%
Sand and Gravel-Pit Being Filled	11,517,762	264	6.6%	Vacant	534	13.1%
Sand and Gravel-Active Mining	8,591,224	197	4.9%			
Sand and Gravel-Idle Pit	4,000,155	92	2.3%			
Business Park/Commerce Park	20,033,906	460	11.3%			
Educational	494,870	11	0.3%			
Institutional	1,306,347	31	0.8%			
Public Facility	1,404,132	32	0.8%			
Transportation	232,681	5	0.1%			
Recreation Open Space	1,307,254	30	0.7%			
Rio Salado Habitat Restoration Area	25,505,644	596	14.4%			
Vacant-Developable Landfill	2,291,649	53	1.3%			
Vacant-Nondevelopable (at present) Landfill	15,740,935	361	8.9%			
Vacant-Nondevelopable (at present) Filled Pit	1,145,942	26	0.6%			
Vacant-Developable Filled Pit	3,132,642	72	1.8%			
Vacant	19,265,697	442	10.9%			
	177,061,937	4,065				

<b>Residential</b>	Small Lot 0-5 du/ac	Business Park/Commerce Park	<b>Public / Quasi Public</b>
Medium Density 5-15 du/ac	Industrial	Educational	Institutional
High Density 15+ du/ac	Sand and Gravel - Active Mining	Public Facility	
<b>Commercial</b>	Sand and Gravel - Pit Being Filled	<b>Transportation</b>	
High Density 15+ du/ac	Sand and Gravel - Idle Pit	Transportation	
<b>Industrial</b>	Vacant - Developable Filled Pit	<b>Open Space</b>	
Warehouse, Light Industrial	Vacant - Nondevelopable (at present) Landfill	Rio Salado Habitat Restoration Area	Recreational Open Space
	Vacant - Developable Landfill	Vacant	
	Vacant - Nondevelopable (at present) Filled Pit		

City of Phoenix Planning Department February, 2003
 
 1,500 750 0 1,500 Feet

# Figure 19 Rio Salado Beyond The Banks Area (Existing) Character Map





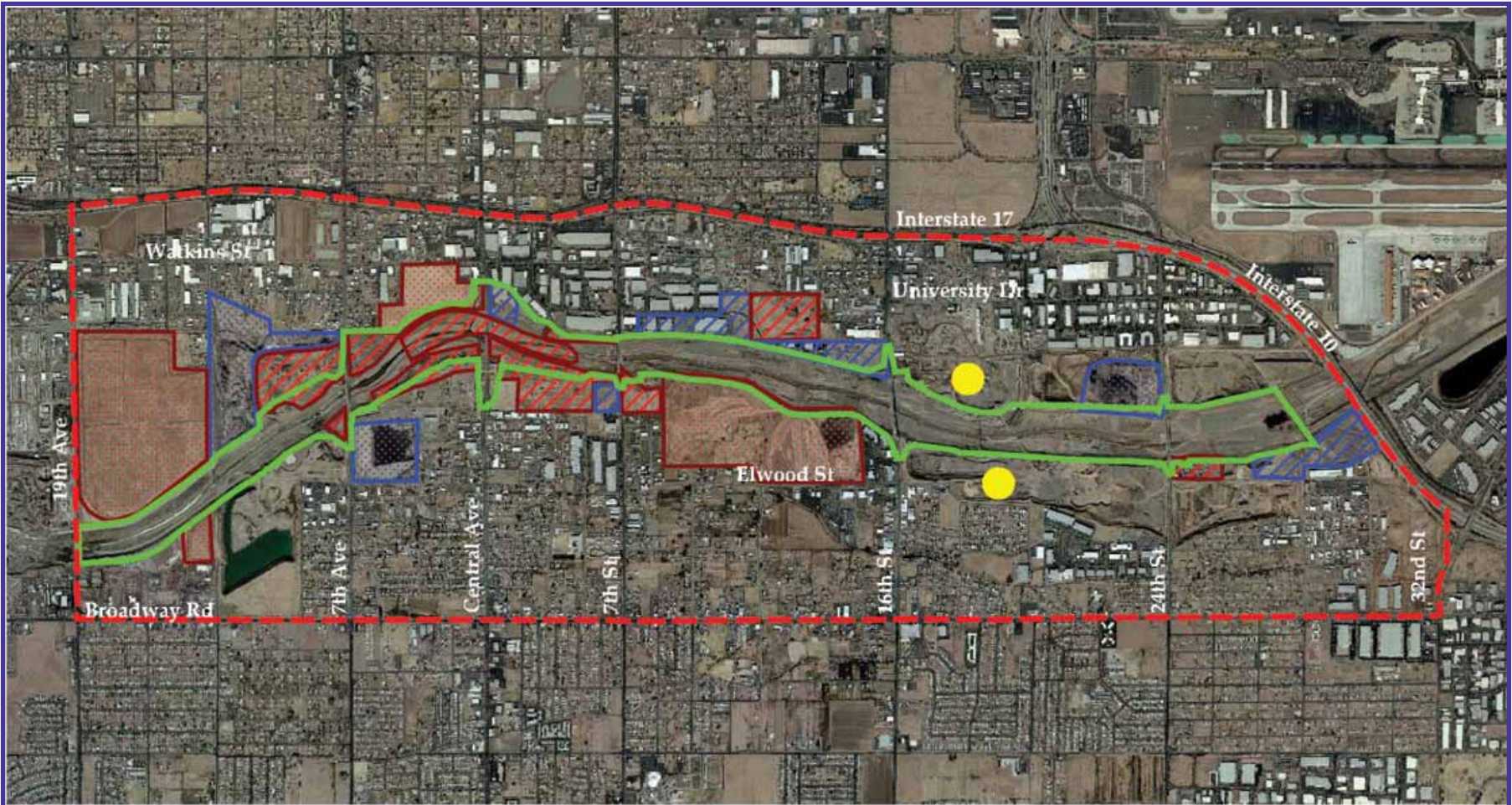


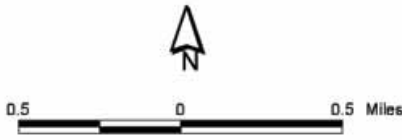
Figure 20

**MINING AND LANDFILL OPERATIONS**

City of Phoenix  
Planning Department

May, 2002

Aerial photos: DigiAir, 2002



- Rio Salado Beyond the Banks Study Area Boundary
- Rio Salado Habitat Restoration Project
- Active Sand and Gravel Operations
- Landfills**
- Inactive Landfill, Mixed Waste (Approved Closure)
- Inactive Landfill, Mixed Waste
- Active Inert Debris Landfill
- Inactive Inert Debris Landfill



**Figure 21: General Plan Land Use Designations**

Description	Acres	Percent of Total
Residential 3.5 to 5 du/acre	65	1%
Residential 5 to 10 du/acre	118	3%
Residential 5 to 15 du/acre	40	1%
Residential 10 to 15 du/acre	116	3%
Residential 15+ du/acre	526	12%
Community Retail	250	6%
Industrial	1,094	25%
Commerce Park	126	3%
Public Facility	29	1%
Transportation	109	2%
Parks/Open Space-Public	1,715	38%
MU (commercial-industrial)	27	1%
Transition - Commerce/Business to Residential	141	3%
Transition - Residential to Industrial	108	2%
<b>Total</b>	<b>4,465</b>	<b>100%</b>

Source: City of Phoenix General Plan

### E. Zoning

In the Beyond the Banks planning area, 76% of the land is zoned for industrial land uses. The A-1 Light Industrial District provides for community-serving light industrial uses and covers 11% (493 acres) of the area. The A-2 Industrial District provides for heavy industrial uses such as landfills and sand and gravel mining operations and includes 65% (2884 acres) of the land.

Commercially zoned land comprises 5% (204 acres) of the Beyond the Banks area. The C-3 General Commercial District provides for intensive commercial uses, such as automobile body shops, lumberyards, and custom sheet metal fabrication. The C-2

Intermediate Commercial District provides for medium intensity commercial uses such as antique sales, florists, bars, and restaurants.

Residentially zoned land makes up 19% (859 acres) of the Beyond the Banks area, and is found predominantly south of the Rio Salado. Approximately 18% (808 acres) of the land is zoned for multiple-family residential. Land zoned for single-family residential is west of Central Avenue and totals 1% (51 acres) of the Beyond the Banks area.

### F. Rio Salado Interim Overlay District

The Rio Salado Interim Overlay (RSIO) zoning district was approved by City Council on December 19, 2001 to prevent long-term, incompatible development in the Beyond the Banks area. All new land uses or new development originating after January 18, 2002, the effective date of the zoning ordinance, on land zoned A-1 and A-2 within the boundaries of the RSIO (Figure 25) are subject to the requirements of the overlay. The RSIO places additional regulations requiring the public to review all development proposals within 500 feet of the boundary of the Rio Salado Project. It further adds

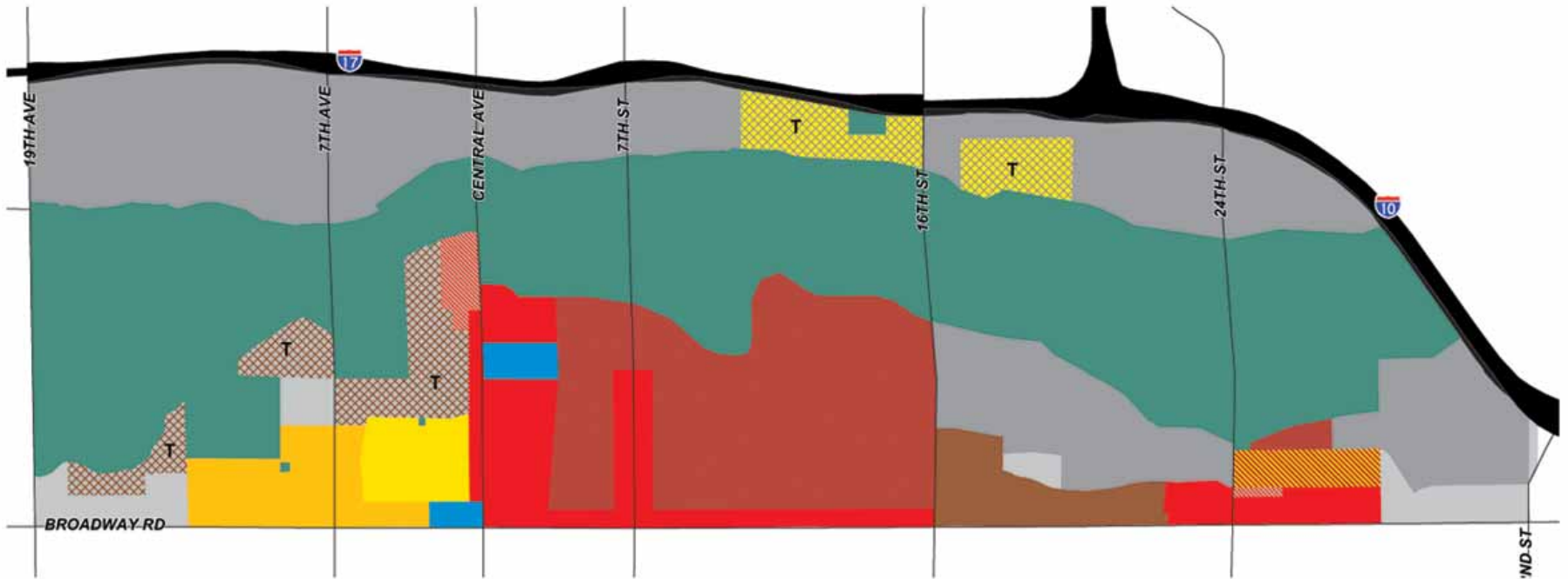
**Figure 23: Zoning**

Description	Acres	Percent of Total
A-1 (Lighting Industrial)	493	11%
A-2 (Industrial)	2,884	65%
C-1 (Neighborhood Retail)	2	0%
C-2 (Intermediate Commercial)	42	1%
C-3 (General Commercial)	160	4%
CP/GCP (Commerce Park, General Commerce Park)	14	0%
IND. PK. (Industrial Park)	11	0%
P-1 (Parking)	1	0%
R-3 (Multiple Family)	424	9%
R-4 (Multiple Family)	312	7%
R-5 (Multiple Family)	72	2%
R-O (Residential Office)	0	0%
R1-6 (Single Family)	51	1%
<b>Total</b>	<b>4,465</b>	<b>100%</b>

Source: City of Phoenix Planning Department Zoning districts are designated to street centerline. Because total acreage includes streets, total acreage in this table does not match total existing land use acreage shown in Figure 17.

Figure 22

## Existing General Plan



- |                                      |  |
|--------------------------------------|--|
| 3.5 to 5 du/acre                     | Mixed Use Transition Residential 3.5 - 5 du/ac to Industrial |
| 5 to 10 du/acre                      | Mixed Use Transition Commerce/Business Park to 10-15 du/ac   |
| 5 to 15 du/acre                      | Commercial   |
| 10 to 15 du/acre                     | Industrial   |
| 15+ du/acre                          | Commerce/Business Park                                       |
| Parks/Open Space - Publicly Owned    | Public/Quasi-Public  |
| Mixed Use (Commercial/Commerce Park) | Transportation   |



February, 2003

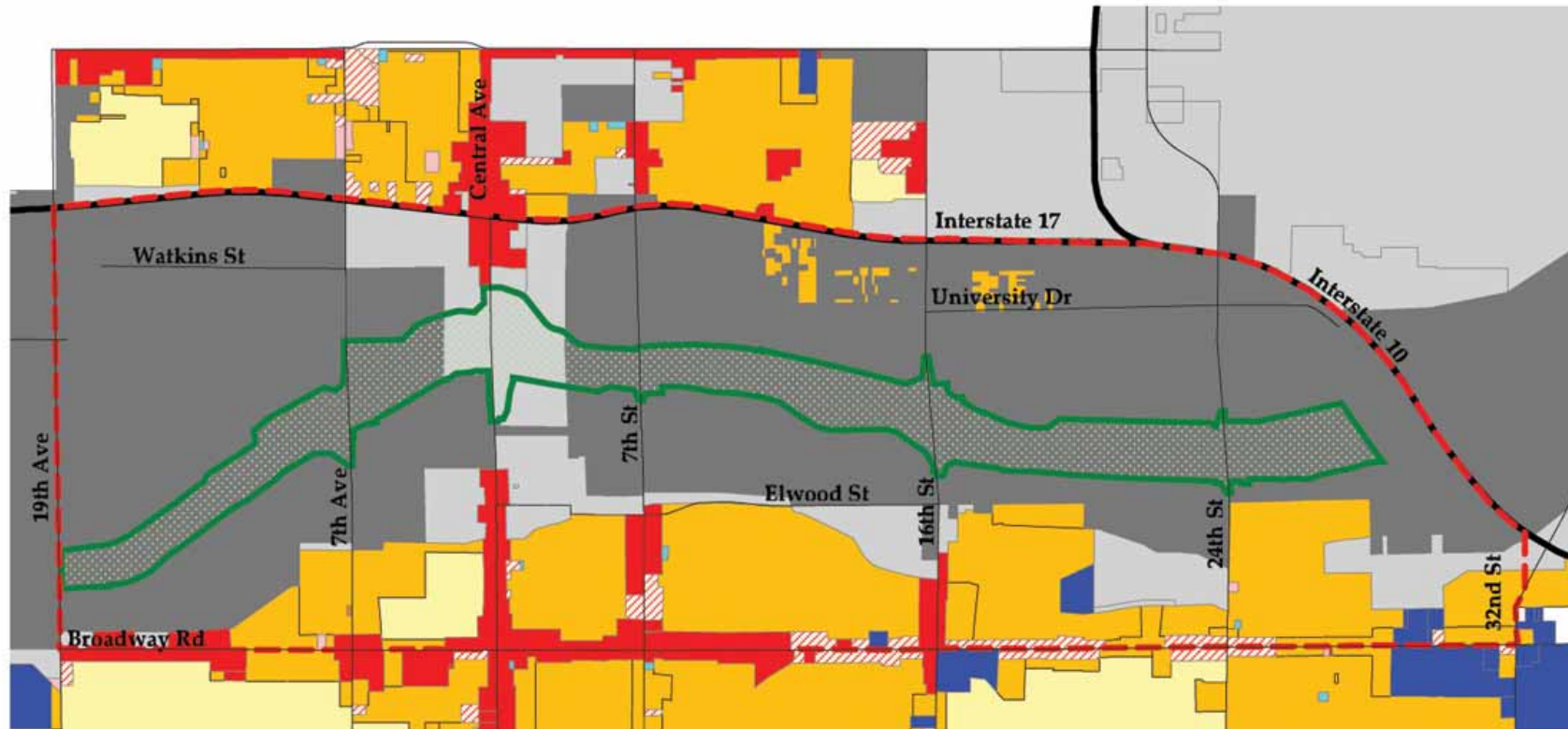


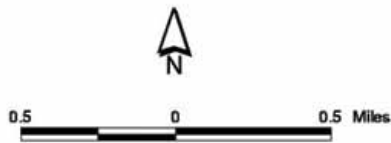


Figure 24

**ZONING MAP**









-  Rio Salado Beyond the Banks Study Area Boundary
-  Rio Salado Habitat Restoration Project





City of Phoenix  
Planning Department

May, 2002

**Zoning Districts**

- |   |   |
|---|---|
|  Light Industrial (A-1)        |  General Commercial (C-3)  |
|  Industrial (A-2)              |  Residential Office (R-O)  |
|  Neighborhood Retail (C-1)     |  Parking (P-1)   |
|  Intermediate Commercial (C-2) |  Commerce Park/General Commerce Park, Industrial (CP/GCP, IND.PK.) |

**General Zoning Types**

-  Single Family Residential
-  Multi-Family Residential



requirements for the city to review and/or restrict proposed open, outdoor uses within the overlay district boundaries.

Some new land uses are prohibited within the RSIO, while others require special permits or use permits. The district prohibits new outdoor advertising structures (billboards), commercial slaughtering of any animals, and new junkyards, wrecking yards and salvage yards. Special permits are required, in accordance with Section 504.1, for homeless shelters in A-2 zoning and open, outdoor primary uses within 500 feet of the Rio Salado Project or as depicted on the map. Use permits, in accordance with Section 307: Zoning Administrator, are required for:

- ⑥ Day labor hiring and associated transportation centers in A-1 and A-2 zoning districts.
- ⑥ Pawn shops in C-3, A-1, and A-2 zoning districts.
- ⑥ Tattoo shops in A-1 and A-2 zoning districts.
- ⑥ All development that is not subject to a special permit and is within 500 feet of the Rio Salado Project or as depicted on the map.

Other RSIO conditions include regulations for filling and compacting pits that exceed ten feet in depth. Screening, landscaping, setbacks, and other requirements may be applied to new land uses or new development.

The City Council approved a second amendment to the RSIO on June 4, 2003. The amendment became effective on that date and added to section F.3 specific residential design standards for new single-family and duplex housing developed on individual lots. These standards respond to community concerns raised over the poor quality of some of the new residential development occurring in the area. Provisions address dust proofing of driveways and parking areas, shading for parking spaces, variations in building elevations, and notification of lot status.

### G. Counselors of Real Estate Evaluation

In early 2002, the Counselors of Real Estate Consulting Corps (CRE), an international, professional membership organization of real estate consultants, was asked to provide an independent evaluation of the Beyond the Banks area. The organization's tasks were to identify broad development issues from an investor's perspective, assess market position, and recommend strategies that would yield tangible benefits to the city and local community.

The CRE identified strengths and weaknesses of the Beyond the Banks area. Among the strengths noted are the area's favorable location, proximity to Phoenix Sky Harbor International Airport, Rio Salado Project, existing street system and infrastructure, the Rio Salado Interim Overlay zoning district, the nearby community college facilities, general direction of new development, and area investment opportunities. The CRE identified the area's weaknesses, including its mining activities and landfill operations, blighted areas, environmental concerns, unscreened open storage, junk and auto salvage yards, incompatible existing land uses, crime perceptions, lack of appropriate retail and service facilities, and lack of a positive image to support investment.

The CRE assessment made several suggestions about land use that would enhance the area's attractiveness to business and future residents. Major emphasis was placed on completion of a golf course as a centerpiece for future development and provision of a mix of quality ownership housing, recreational attractions, and institutional facilities. The evaluation encouraged stronger code enforcement, maintenance requirements, and screening and design guidelines.

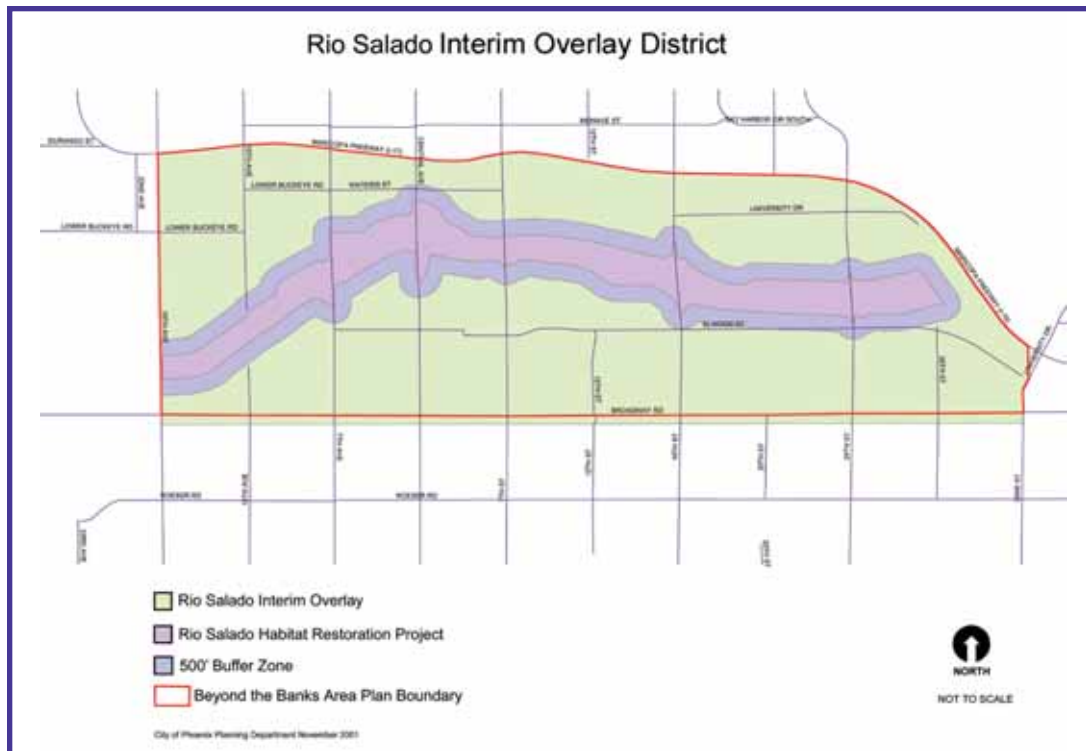


Figure 25. Rio Salado Interim Overlay District showing 500-foot buffer zone

Activities that would enhance the Rio Salado Project amenities were recommended. In addition to completing the golf course, suggestions put forward by the CRE include locating the nature center at Central Avenue, creating a mix of complementary retail facilities, developing historical and cultural themes, and providing view and photo opportunity sites along the scenic drives.

Financial strategies to ensure both short and long-term success of Beyond the Banks area revitalization were also detailed. The CRE suggested that the city levy reclamation fees on pit filling, tap available financial assistance programs, and explore creative financing and development tools as part of economic development incentives.

The CRE's assessment of the Beyond the Banks area provided a comprehensive overview that summarized existing conditions and offered insights that were valuable in helping shape the Rio Salado Beyond the Banks Area Plan.



*Figure 26.* Counselors of Real Estate consultants with Mayor Rimsza, April, 2002

# The Plan

- ② Vision Statement
- ② Goals, Objectives, Recommendations
- ② Summary
- ② Five-Year Action Plan Priorities



## I. Vision Statement

The Rio Salado Beyond the Banks is a revitalized area that is realizing its full potential from its proximity to the Rio Salado, Downtown Phoenix, Sky Harbor International Airport, other job centers, and regional transportation linkages. The area:

- connects to the restored Rio Salado as an attractive recreational and environmental amenity;
- provides an attractive mix of land uses abutting the Rio Salado;
- builds on existing neighborhoods, area history, and cultural identity;
- provides infill housing to support seven city employment centers;
- employs a growing and increasingly skilled workforce; and
- creates a vibrant place that attracts area residents and visitors to a wide variety of recreational, environmental, and commercial activities.

## II. Rio Salado Beyond The Banks Area Plan: Goals, Objectives, and Recommendations

The Rio Salado Beyond the Banks Area Plan identifies six specific goals that will enable the community to realize the stated vision. These goals relate to land use, community recreation, economic development, neighborhoods, accessibility, and safety. Each of these goals includes supporting objectives and recommendations to achieve the stated goal. These goals, objectives, and recommendations, along with the Beyond the Banks Area Plan land use map, collectively form the core of this document and lay out a "roadmap" that charts the long-term course to achieve area revitalization. The goals, objectives, and recommendations have been reviewed in a series of public meetings and presentations and closely relate to the approved General Plan and other plans in effect for the area (see Planning Process: Policy Guidelines).

**Goal 1: Land Use - Rio Salado Beyond the Banks provides a diversity of infill housing and a better balance of land uses.**

A variety of land uses is necessary to achieve a balanced community in the Beyond the Banks area at build out. Housing, schools, parks, recreation areas, stores, offices, employment centers, and public facilities all will

contribute to a land use mix that will enable the community to thrive in the future.

At present, large areas of sand and gravel mining operations, industrial uses, and vacant parcels dominate land uses in the Beyond the Banks area. The entire seven square-mile, 4,500-acre planning area includes approximately 2,400 acres of industrial land, landfills, and idle sand and gravel mining pits. There are slightly more than 1,500 dwelling units. Only 108 acres, or approximately two percent of the land area, are used for commercial activity.

The community has long expressed its desire for more shopping centers and stores and a greater availability of housing in a range of residential densities, types, and prices. As sand and gravel mining materials along the river are depleted and extractive activities cease, many of the existing pits can be reclaimed for new uses if they are properly filled. Much of this reclaimed industrial land can then shift to residential and other uses. As land in the Beyond the Banks becomes more desirable and able to support "higher and better" uses, many low-value, land-intensive uses, such as automotive salvage and junk yards, will no longer find it economical to operate in the area. Over time, presently vacant and underutilized land in the Beyond the Banks area will convert to land uses that better serve the needs of the community (Figure 1. Future Character Map of Beyond the Banks Area).

**Objective A. Adopt a comprehensive plan, including text and map, that recognizes the economic role of the Beyond the Banks area in the larger region.**

The Rio Salado Beyond the Banks Area Plan proposes additional roadways, housing, stores, offices, parks, trails, and schools in the area south of the Rio Salado. The Rio Salado Scenic Drive will bring residents and visitors alike to the banks of the Rio Salado and provide additional business opportunities along the river. A new golf course, open to the public, will attract complementary adjacent commercial land uses. Vacant land will be utilized for additional housing, which will include densities that range from five to over twenty dwelling units per acre. The Plan proposes housing, mixed-used commercial, commerce park, and recreational uses in areas of reclaimed mining pits. New schools, parks, and trail systems will serve the area's increased population. The area between I-17/I-10 and Rio Salado will remain primarily light industrial and commerce park. This area will ultimately be aesthetically improved as commerce park standards are more widely applied. These standards require setbacks, landscaping, and solid walls that appropriately screen outdoor uses.

The General Plan (see Introduction: General Plan and Figure 14) will be amended to include land use changes brought about by the adoption of the proposed Rio Salado Beyond the Banks Area Plan. The existing General

Figure 1

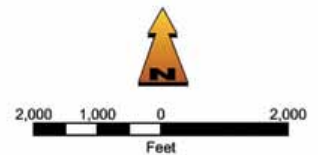
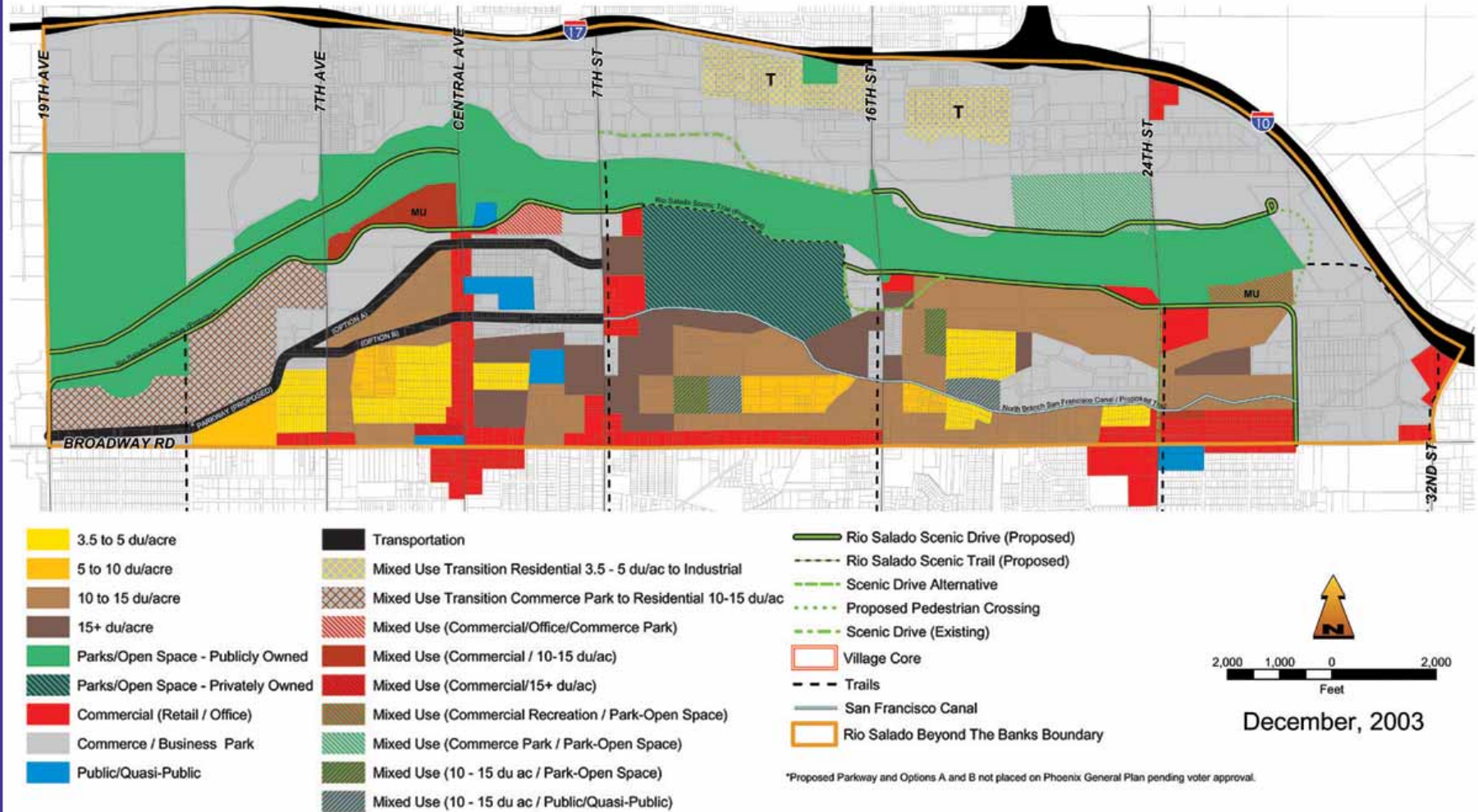
# Rio Salado Beyond The Banks Area Future Character Map





Figure 2

# Rio Salado Beyond The Banks Area Plan



December, 2003

\*Proposed Parkway and Options A and B not placed on Phoenix General Plan pending voter approval.



Plan map reflects changes approved by the City Council in December 2001 and the voters in March 2002. North of the river, the map reflects the city's plan to transition neighborhoods east of Seventh Street from residential to industrial uses over time through a voluntary acquisition and relocation program for those impacted by airport noise. South of the river, the map reflects the adoption in 2001 of more detailed plans for South Phoenix Village Redevelopment Area east of 24th Street and Rio Montaña from Central to 19th avenues. There were no changes between Central Avenue and 24th Street in recent years as that area was to be studied in detail as a part of the Rio Salado Beyond the Banks Area Plan.

The proposed Rio Salado Beyond the Banks Area Plan (Figure 2) does not make changes to existing zoning. The Plan makes land use designations that may differ from the underlying zoning, which may have been granted before annexation or before the Rio Salado Project.

The proposed Rio Salado Beyond the Banks Area Plan map differs from the existing General Plan map as described below:

### North of the River:

- ⑥ **Industrial areas are all shown as Commerce Park** rather than Industrial consistent with the requirement in the Rio Salado Interim Overlay District requirement that new industrial land uses meet the standards of the Commerce Park district and the Plan's desire that future industrial uses will be conducted indoors and meet higher standards for visual appearance and compatibility with other land uses.
- ⑥ **Open space areas in green have been reduced** to show only those areas within the boundaries of the Rio Salado Project, the 19th Avenue landfill, or other landfills on which structures cannot be placed due to methane gas emission or compaction problems.
- ⑥ **A commercial area at the southeast corner of 24th Street and the Maricopa Freeway** that reflects existing commercial uses and their long-term continued desirability at that location.
- ⑥ **The Rio Salado Scenic Drive has been added** along the north side as both an existing and proposed alignment as close to the river as possible subject to further engineering studies.

### South of the River:

- ⑥ **Transition areas from mainly industrial to mainly residential** are shown for sites containing open industrial uses that may remain for a number of years before transitioning to primarily residential uses and that could include small amounts of support retail. The density shown is an average for the site.

- ⑥ **Long term industrial areas are all shown as Commerce Park** rather than Industrial consistent with the requirement in the Rio Salado Interim Overlay District requirement that new industrial land uses meet the standards of the Commerce Park district and the Plan's desire that future industrial uses will be conducted indoors and meet higher standards for visual appearance and compatibility with other land uses.
- ⑥ **Major mixed use site** is shown at the southwest corner of Central Avenue and the Rio Salado as a large, strategically owned gateway site that could develop with a mixture of residential, retail, office, entertainment, and cultural uses integrated vertically and/or horizontally. A smaller mixed use site at 28th Street and the river is designated for open space and commercial, anticipating a possible commercial recreation use.
- ⑥ **Land Use alternatives north of Ed Pastor Transit Center** are shown as commercial or residential at 10 - 15 dwelling units per acre (du/ac) as opposed to the current designation at 3.5 - 5 du/ac, which reflects the zoning.
- ⑥ **Land Use alternatives for east of Central Avenue** are shown as commercial or Commerce Park with a goal of having high-quality appropriate development adjacent to the planned Audubon Nature Center. Another public facility, such as a museum, would also be appropriate.
- ⑥ **More gradations of residential density are shown** on this plan than on the current General Plan, which more closely reflects the underlying original (prior to annexation) county zoning but is not as reflective of market realities in which a greater range of densities would likely and desirably be built.
- ⑥ **Open space areas in green have been reduced** to show only those areas within the boundaries of the Rio Salado Project or landfills on which structures cannot be placed due to methane gas or compaction problems. The General Plan currently shows in green privately owned property in the floodplain.
- ⑥ **School and park sites** are designated in two new locations to correspond to the demand that will be created by new residential areas in the square mile in which they are located. If not purchased for these purposes, they could develop at the residential density shown in the stripe.
- ⑥ **Other Public Facilities are shown** that are developed or proposed on public land, such as existing schools, police facilities, and the planned Audubon Nature Center.

- ⑥ **Golf course shown as privately owned open space** on land that was once a public landfill and partially a city park both under agreement to be developed as a privately operated golf course.
- ⑥ **North Branch San Francisco Canal Trail** is designated as a trail from 7th Street to 28th Street to reflect the potential for this SRP easement as a nonvehicular trail linking residents to other trails and public facilities.
- ⑥ **Rio Salado Scenic Drive has been added** along the south side of the Rio Salado as both a dedicated and proposed alignment as close to the river as possible subject to further engineering studies.

- ⑥ **Rio Salado Parkway two possible alternatives** that minimize the impact on residential areas are provided. If voters approve an extension of the half cent sales tax and the approved MAG regional transportation plan, which includes this facility, future engineering studies will determine an exact alignment. The 140' to 200' right of way for the parkway will form a buffer between land uses and may bring about some redevelopment of areas along it.

The proposed map indicates the predominant land use and generally refers to parcels of 10 acres or larger (Figure 3). Residential density refers to the average density of an area in which it is possible to have some smaller parcels (less than 10 acres) of higher or lower density than the average shown.

Changes from existing General Plan land uses to the proposed land uses will be gradual over many years, and the land use map will continue to be refined over time to reflect new market conditions and community goals (see Introduction: Figure 21. General Plan Land Use Designations).

*Recommendations:*

1. Adopt the Rio Salado Beyond the Banks Area Plan and amend the General Plan.

**Objective B. Coordinate land uses with other adopted plans and studies in effect in the Beyond the Banks area.**

The city has adopted several plans within and adjacent to the Beyond the Banks area (see Introduction: Figure 2 and Adopted Area Plans). These include:

- ⑥ Target Area B Redevelopment Plan
- ⑥ South Phoenix Village Redevelopment Area Plan
- ⑥ Rio Montaña Area Plan

These plans, as well as the South Central Avenue Corridor Study, set forward various activities, programs, and policies that assist in the implementation of plan objectives. By coordinating efforts among various city departments, benefits of each plan are maximized for everyone.

Of these plans, two address specific needs of neighborhoods with long standing community and city partnerships. These neighborhoods, Target Area B, bounded roughly by 7th Avenue to 24th Street and Southern Avenue to Broadway Road, and South Phoenix Village, bounded by 24th to 32nd streets and the Rio Salado to Roeser Road, have developed visions and projects that are revitalizing their respective areas. Together, the two neighborhoods have identified four development projects that have

Figure 3. Beyond the Banks Area Plan Land Use Designations		
Land Use Description	Acres	Percent
Residential 3.5 to 5 du/acre	130	3%
Residential 5 to 10 du/acre	84	2%
Residential 10 to 15+ du/acre	482	11%
Residential 15+ du/acre	177	4%
Community Retail	229	5%
Commerce/Business Park	1,810	41%
Public/Quasi-Public Facility	56	1%
Transportation	82	2%
Parks/Open Space-Public	866	19%
Parks/Open Space-Private	163	4%
Mixed Use (Commerce Park/Park Open Space)	66	1%
Mixed Use (Commerce/Residential 10-15 du/ac	34	-1%
Mixed Use (Commercial Recreation/Park-Open Space)	18	-1%
Mixed Use (Commercial/Office/Commerce Park)	14	-1%
Mixed Use (Commercial/Residential 15+ du/ac)	5	-1%
Transition - Commerce/Business to 10-15 du/ac Residential	141	3%
Transition - Residential 3.5 - 5 du/ac to Commerce Park	108	2%
<b>Total</b>	<b>4,466</b>	<b>100%</b>

been approved for implementation by City Council. The projects, currently in various stages of implementation, are:

- ⑥ Infill housing development and blight reduction in South Phoenix Village
- ⑥ Four Corners Project for retail and office development, 24th Street and Broadway Road
- ⑥ South Mountain Village retail and office development at Central Avenue and Broadway Road
- ⑥ Master-planned subdivision development in Target Area B

South Phoenix Village is a Neighborhood Initiative Area. The city and community have partnered to focus resources on comprehensive neighborhood revitalization and to improve the economic, physical, and social health of the area. The tools used for revitalization include pro-active code enforcement, blight abatement, infrastructure improvements such as street lights and sidewalks, housing rehabilitation, infill housing development, storefront improvements, crime abatement, neighborhood clean ups, and other community-driven activities that bring the community together.

South Phoenix Village's Four Corners Project represents the neighborhood's goal to bring pedestrian-friendly, neighborhood-serving retail and commercial uses to that gateway and the South Mountain community. The vision for the project's 45 acres is that of unified development reflecting the multi-cultural character of the area. The first project will be a Neighborhood Resource Center on the southeast corner, with construction starting in late 2003 and completing in 2004. Other planned projects include multi-use trail and streetscape improvements along 24th Street, new water lines, and sidewalks. In addition, over 100 new homes will be developed for home ownership in the next few years.

In Target Area B, the city is also committed to neighborhood improvement projects. At Central Avenue and Broadway Road, the South Mountain Village Core, the northwest corner has been developed as the Ed Pastor Transit Center. A market study to identify strong market potential for retail and commercial uses has been completed. The city has begun to actively market that intersection as a gateway. Development is likely to proceed in the near future with primarily commercial uses on the southeast corner.

The other major project in Target Area B is a 103-acre master-planned subdivision at the northwest corner of 24th Street and Southern Avenue. This project will bring to the neighborhood 760 owner-occupied housing units in a range of styles, sizes, and densities.

## Recommendation:

1. Implement the master plans for two major neighborhood commercial locations in existing redevelopment areas to provide better retail services to residents within and near the redevelopment areas:
  - ⑥ South Mountain Village core at Central Avenue and Broadway Road, partially in Target Area B Redevelopment Area
  - ⑥ Four Corners at 24th Street and Broadway Road, in South Phoenix Village Redevelopment Area and Target Area B

## Objective C. Phase out incompatible land uses and identify locations for screening.

Incompatible land uses are those that are unsuitable to exist close to one another, such as mining near housing (Figure 4). Many of the incompatible land uses found in the Beyond the Banks area originated before the area was annexed to the city in 1960 when it became subject to city zoning ordinances. Incompatible land uses affect safety, the environment, and quality of life. They create visual blight and decrease property values. As incompatible uses are phased out and better screening of industrial and outdoor uses occurs, the area's property values, visual appearance, and environmental ambiance will improve. An example of screening is shown in Figure 5.



Figure 4. Examples of incompatible land uses - residential near industrial



As land uses in the area convert from industrial and vacant to a greater residential/commercial balance over time, approximately 10,000 dwelling units and 254 acres of commercial properties, or almost six percent of the land area, are projected to develop. Some 45 percent of the area will be industrial, made up predominantly of commerce parks on the north side of the river. At build out, no evidence of current mining operations should remain on the landscape.

**Recommendations:**

1. Pursue enabling legislation that would allow the amortization, or gradual elimination, of nonconforming land uses.
2. Pursue high-priority sites for acquisition, investment, and redevelopment (see Objective E).
3. Develop funding sources and strategies to screen long-term nonconforming uses in highly visible locations such as along major streets and the Rio Salado Scenic Drive and adjacent to the four priority areas.



**Before screening**



**After screening**

**Figure 5.** Wall photo enhanced to show effect of screening

**Objective D. Reclaim sand and gravel pits and brownfield sites for new development.**

Reclamation of former sand and gravel mining pits and brownfields will create new land areas available for development (Figure 6). Land uses on these former industrial sites could provide recreational open space, create jobs, revitalize neighborhoods, increase property values, and reduce potential health risks to the local community (see Introduction: Figure 20. Map of pits and landfills). Goal 6: Safety also provides information and makes recommendations for reclaiming brownfields.



**Before - showing existing sand and gravel pit**



**After - showing a residential development of former mining pit**

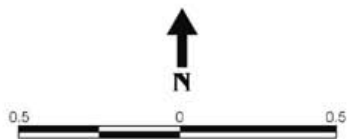
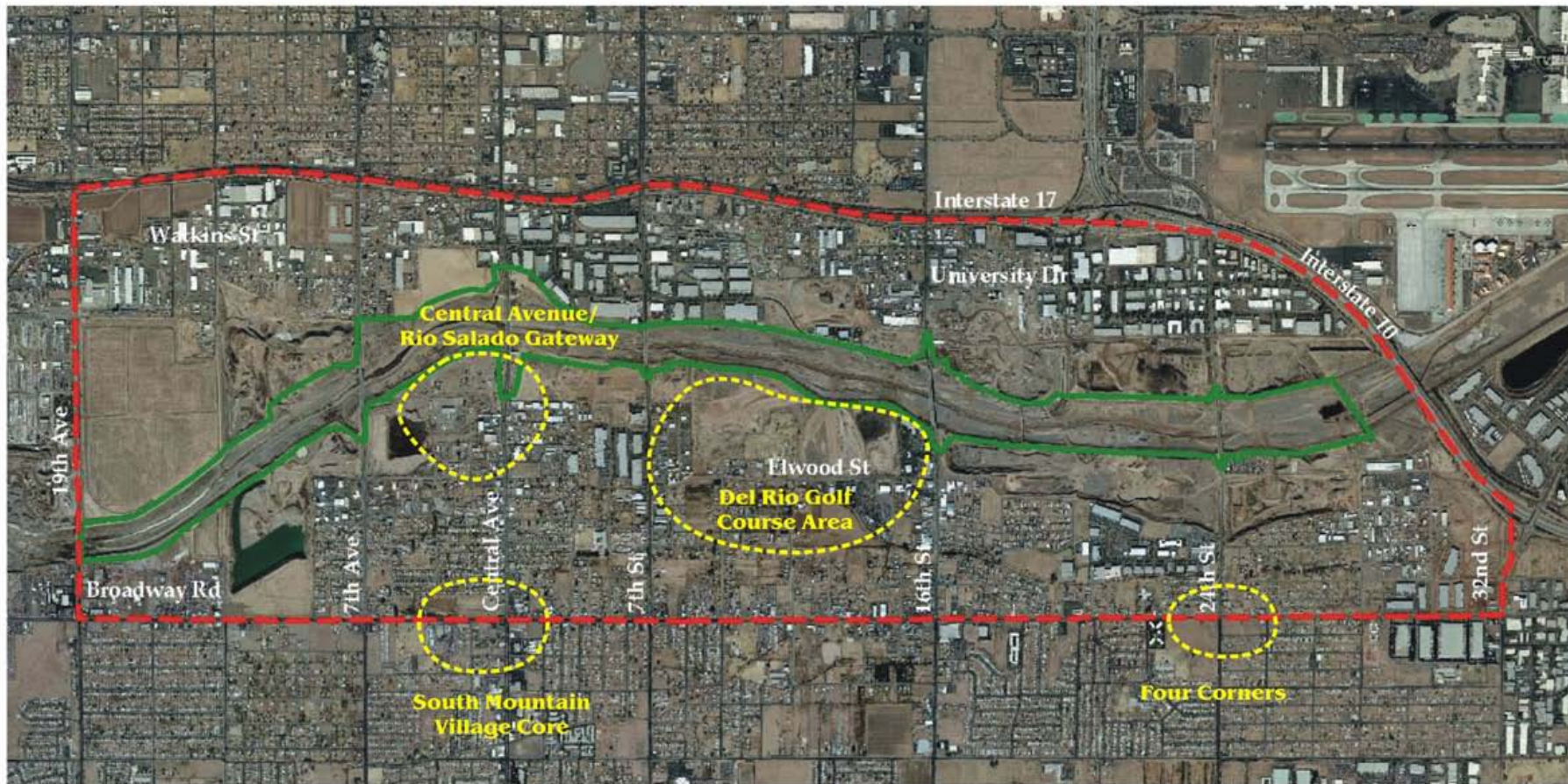
**Figure 6.** Example of pit reclamation/adaptive reuse

**Recommendations:**

1. Work with the private sector to backfill sand and gravel pits.
2. Target specific area(s) for accelerated pit backfilling south of the Rio Salado to achieve new land uses adjacent to the river.
3. Make use of the city's Brownfields Land Recycling Program to reclaim brownfields, particularly in areas recommended for nonindustrial redevelopment south of the river.



# Beyond the Banks Targeted Future Redevelopment Areas (Generalized)



- Rio Salado Beyond the Banks Boundary Area
- Rio Salado Habitat Restoration Project

Source: City of Phoenix Planning Department 2001

**Objective E. Enhance area property values through prioritized investment and assistance in redevelopment activities.**

Improvements that will increase property values in the Beyond the Banks area are expected to occur incrementally over time in response to market forces, through private investment, and as a result of city revitalization efforts. As incompatible uses and blight are reduced and new developments, facilities, and amenities are added, the Beyond the Banks area will begin to realize its broad potential. Four major areas of emphasis for new development will help spur area revitalization in general. These areas are depicted in Figure 7. City support of private-sector investment will be provided through public improvements, financial incentives, technical assistance, and zoning enforcement.

**Recommendations:**

1. Target four areas for mixed-use development, two of which are already redevelopment areas:
  - ⑥ Central Avenue and Rio Salado Gateway area (potential redevelopment area)
  - ⑥ 7th Street to 16th Street area adjacent to the Del Rio Golf Course (potential redevelopment area)
  - ⑥ Central Avenue and Broadway Road South Mountain Village core (existing redevelopment area - see Objective B)
  - ⑥ 4th Street and Broadway Road Four Corners Project area (existing redevelopment area - see Objective B)
2. Promote new private-sector development by providing technical assistance, financial incentives, and public improvements as needed.
3. Create a redevelopment area adjacent to the Del Rio Golf Course after project funding is secured to assist with land assembly, blight elimination, and redevelopment.
4. Consider creation of redevelopment area at the Central Avenue/Rio Salado Gateway.
5. Support pro-active code enforcement in redevelopment areas (see Introduction: Figure 2).

**Objective F. Support quality infill development that is consistent with adopted plans and City Code.**

The entire seven square-mile Beyond the Banks area lies within the boundaries of the General Plan-adopted, 51 square-mile Urban Infill Incentive Districts. Development incentives are being identified, and policies and programs will be established to encourage compatible infill residential uses and supporting neighborhood activities within these districts.

**Recommendations:**

1. Utilize city infill incentive tools, policies, and programs.
2. Establish design guidelines.
3. Amend the Rio Salado Interim Overlay to require compliance with single-family residential guidelines for all new single-family housing.
4. Utilize new zoning tools, if adopted, as part of the Urban Infill Incentive Program.
5. Explore land banking opportunities to support desired land uses.
6. Create additional public and/or private redevelopment areas beyond the four targeted areas as necessary to support infill development.

**Objective G. Adopt ordinances to implement the Rio Salado Beyond the Banks Area Plan.**

City Council approved the Rio Salado Interim Overlay District (RSIO) to address concerns about expansion of open, outdoor land uses, to protect the city's investment in the Rio Salado Habitat Restoration Project, and to maximize economic development potential in the area Beyond the Banks of the Rio Salado. The RSIO, section 655 of the zoning ordinance, went into effect on January 18, 2002 and applies predominantly to industrially zoned properties (see Introduction: Rio Salado Interim Overlay District).

The RSIO prohibits the addition or expansion of billboards, commercial animal slaughtering facilities, junk yards, salvage yards, and wrecking yards. It requires a special permit for homeless shelters in A-2 zoning; open, outdoor primary uses within 500 feet of the Rio Salado Habitat Restoration Project; and commercial waste facilities used to collect, treat, store, process, transfer, or dispose of solid waste. A special permit is a zoning overlay granted by City Council and requires rezoning. A use permit is required for day labor hiring and associated transportation centers and tattoo shops in industrial zoning districts, pawn shops in C-3 and industrial zoning districts, and all development not subject to a special permit within 500 feet of the Rio Salado Habitat Restoration Project. A use permit is granted by the Zoning Administrator at a public hearing.



All new land uses or new development greater than ten acres on industrially zoned land are subject to Commerce Park/General Commerce Park development standards of Section 626.H of the Zoning Ordinance. Other new uses or new development on parcels that are less than ten acres are subject to administrative review by the Planning Director to determine what screening, landscaping, and setbacks are required. The RSIO has been amended to include the application of single-family/duplex residential design standards for individual lot development as most areas are already zoned and platted.

### Recommendations:

1. Update Rio Salado Interim Overlay and adopt revisions as necessary to achieve Plan objectives.
2. Consider new zoning districts to replace the Rio Salado Interim Overlay District.

## Goal 2: Community Recreation - Rio Salado Beyond the Banks interfaces with the Rio Salado Habitat Restoration Project, links to South Mountain Park, and creates places for community recreation and environmental education.

The Rio Salado Habitat Restoration Project (see Introduction) will be a major recreational and environmental education amenity at the heart of the Beyond the Banks area. The 595-acre desert river habitat and wetland area extends along five miles of the Rio Salado from 19th Avenue to 28th Street. The area is scheduled to open free to the public in 2005 and will provide the following amenities:

- multi-use, interpretive trail system
- picnic ramadas
- open space
- parking/staging areas
- wildlife viewing areas
- four Gateway plazas
- environmental education visitor center

Other existing and proposed recreational facilities in the area will serve the Beyond the Banks community. South Mountain Park and Environmental Educational Center are located some three to four miles to the south of the Rio Salado. Proposed non-motorized trails along several north/south arterials will link the Rio Salado to trailheads in the park. Additionally, public and private recreational facilities, including new neighborhood parks, golf course, other pedestrian paths and equestrian trails, bicycle lanes, and canal recreational pathway along the North Branch of the San Francisco Canal, will broaden recreational opportunities for area residents. These

planned facilities will enhance the quality of life for area residents and attract new residents and visitors.

### Objective A. Provide safe and accessible bikeways, trails, and equestrian paths that connect the Rio Salado, South Mountain Park, public spaces, and neighborhoods.

Increases in population and housing units will bring about greater demand for trail development within the Beyond the Banks area. The proposed trail system will serve pedestrians, hikers, bicyclists, and equestrians; include paved and unpaved surfaces; and be easily accessible and convenient to neighborhoods.

A bicycle lane has been added to Central Avenue from Jefferson Street to Baseline Road completing a vital link in the 39-mile Phoenix Sonoran Bikeway, which connects South Mountain Park to the Sonoran Desert Preserve in North Phoenix.

A functional multi-use trail network, the South Mountain to River Path and Trail System, will connect the Rio Salado Habitat Restoration Project to South Mountain Park along 24th and 32nd streets (Figure 8). The community supports an urban theme to accommodate pedestrians for the 24th Street trail (east side of street) and a "greenway" character to serve equestrians along the 32nd Street trail (west side of street). Although portions of the trail system exist, trails will be constructed as development occurs. The trail system will link to hiking trailheads within South Mountain Park and to the Western, Highline, and North Branch San Francisco canal banks.

Additional multi-use trails along 7th Street, 16th Street, and 15th Avenue are also proposed for construction with future development. East/west trails within the Rio Salado Habitat Restoration Project, adjacent to the Rio Salado Scenic Drive (see Goal 5, Objective A), and along the North Branch of the San Francisco Canal (see Objective D) will further increase trail connectivity. This "grid pattern" of trails will create a variety of trail loops within the Beyond the Banks area.

### Recommendations:

1. Show trails on the Rio Salado Beyond the Banks Area Plan.
2. Require developers to install proposed trails and adjacent landscaped areas along designated alignments per city Trail Standards.
3. Seek funding to construct trails where gaps in the trail system exist.
4. Establish 7th Street, 24th Street, 32nd Street, and North Branch San Francisco Canal as high-priority corridors for trail construction.

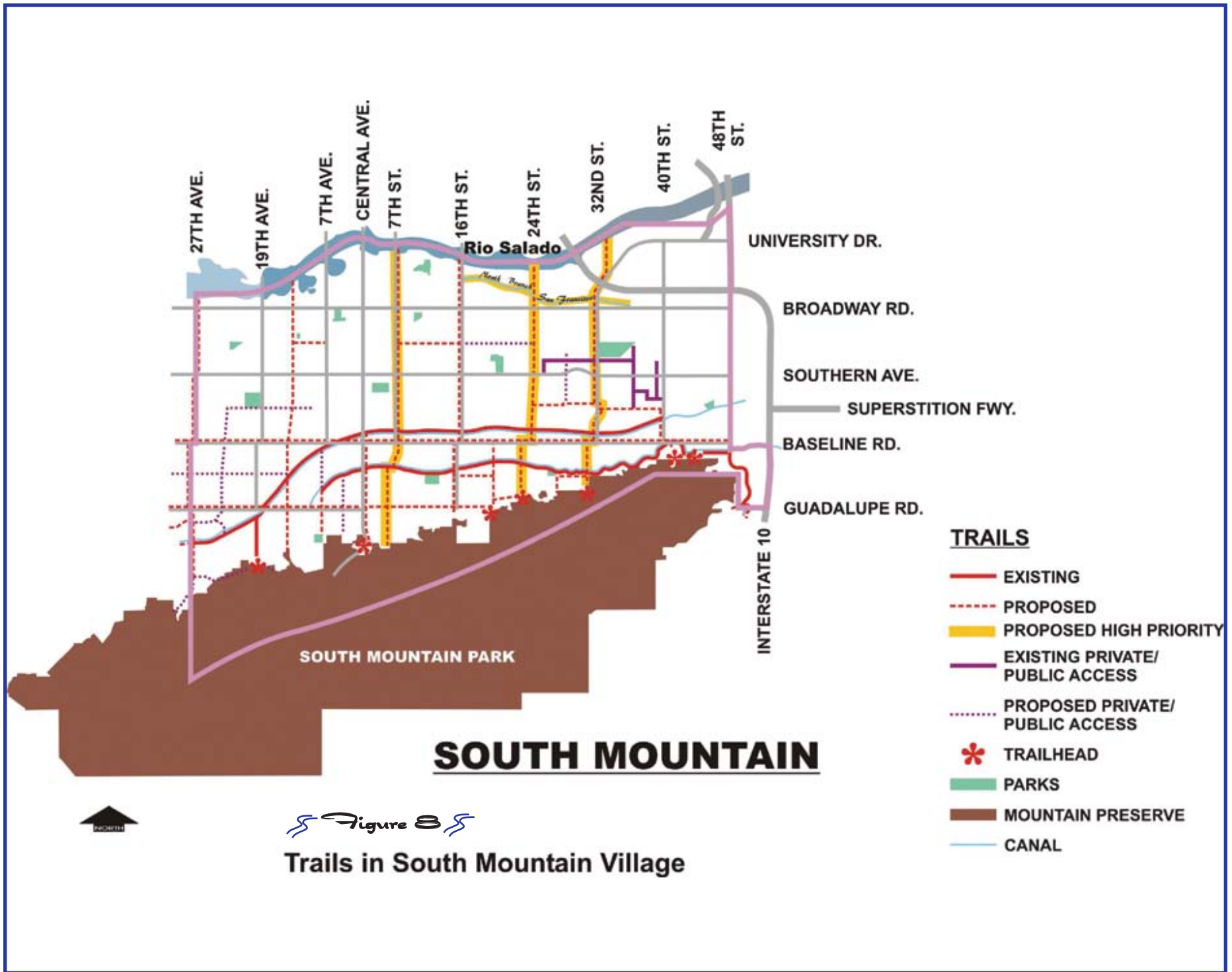
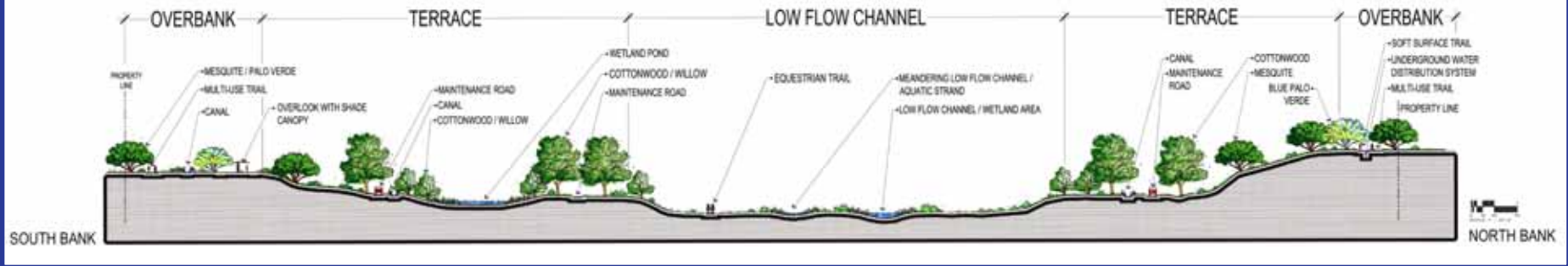


Figure 8

Trails in South Mountain Village

# Figure 9 Rio Salado: Cross section (within the river bed)



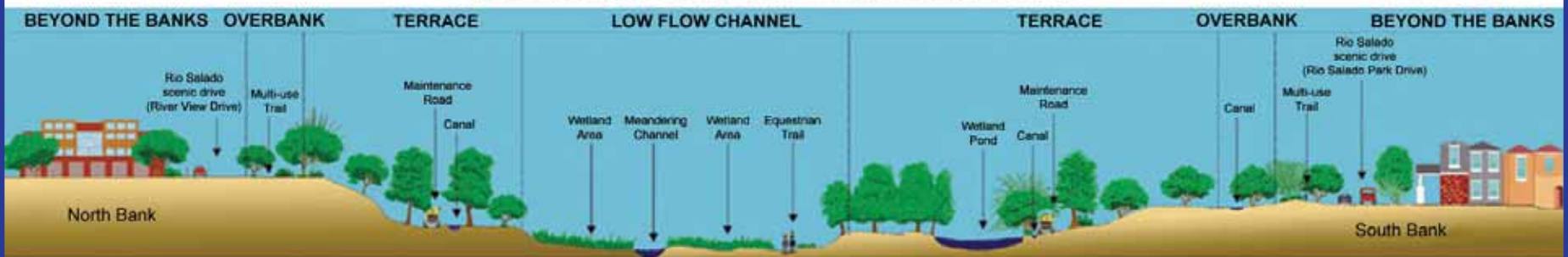
**Objective B. Create attractive spaces for public enjoyment that extend and enhance the natural setting provided by the Rio Salado Habitat Restoration Project.**

The Corps of Engineers is the federal sponsor of the Phoenix Rio Salado Project. The Corps is paying two-thirds of the authorized \$85 million dollar development that is designed to bring renewed life to the Salt River.

The city and the Flood Control District of Maricopa County are jointly paying the remaining third. The desert river habitat project will consist of wetlands, meandering streams, shrubs, grasslands, mesquite groves, and stands of cottonwood, willow, and other native trees. The entire project will have a ten-mile trail system extending along the riverbanks and lower terraces.

# Figure 10 Rio Salado: Typical Cross Section (looking east)

(including scenic drive and Beyond the Banks)



Representative Illustration  
Not to Scale



The Rio Salado Habitat Restoration Project will provide opportunities for hiking, biking, jogging, in-line skating, horseback riding, picnicking, photography, guided tours, and wildlife viewing. An interpretive trail system and environmental educational and visitor center will also be available for public enjoyment. By 2005, one could visit the Rio Salado, park the car at one of the four staging areas (near the 16th Street, 7th Street, Central Avenue, and 7th Avenue bridges) and enjoy a nature adventure.

A draft agreement is being reviewed by the city and Audubon Arizona, a local branch of the National Audubon Society. If approved, the renowned bird-watching/conservation organization would build and operate an environmental education and visitor center near the southeast Central Avenue Gateway. The center would offer nature-related educational and interpretive programming intended to connect visitors to the Rio Salado.

Four Gateway plazas mark the four quadrants of the Central Avenue bridge crossing and establish a strong visual linkage to the Rio Salado Project (Figure 11). They provide settings for public events, festivals, concerts, exhibits, gatherings, and the display of public art that speaks to the history of the river and the Beyond the Banks area. The southeast Gateway plaza has been completed.

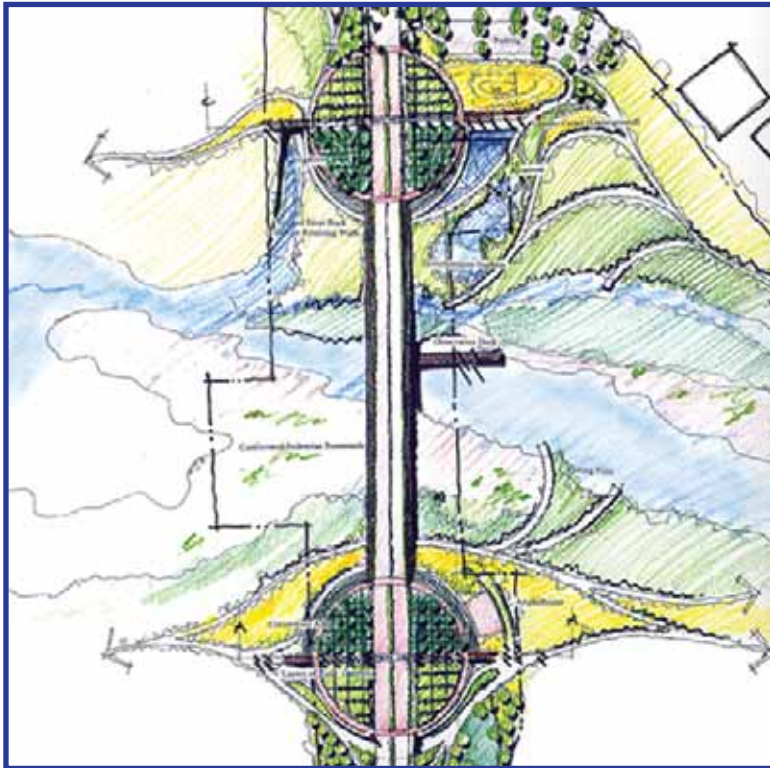


Figure 11: Gateway aerial sketch

### Recommendations:

1. Complete the Audubon Nature Center and integrate with Central Avenue/Rio Salado Gateway, trails, and Rio Salado Scenic Drive.
2. Publicize Rio Salado/Audubon Nature Center with signage, maps, and promotional material.
3. Ensure compatibility of land uses adjacent to Audubon Nature Center and other public gathering areas.
4. Obtain funding to complete the remaining three Gateway plazas at Central Avenue and the Rio Salado.

### Objective C. Locate new public parks north of Broadway Road to serve present and future area residents.

In addition to the recreational and environmental opportunities afforded by the Rio Salado Habitat Restoration Project, two new neighborhood parks are proposed to serve present and future residents of the Beyond the Banks area. Neighborhood parks are typically 10 to 15 acres in size and serve between 4,000 and 7,000 residents within an approximate half-mile radius. The new neighborhood parks will be located in the area between the Rio Salado and Broadway Road and east of 7th Street, the principal location of planned new housing and anticipated population growth. A third neighborhood park might be needed as new housing develops west of 7th Street. One of the new parks will replace the existing Rio Salado Industrial Park at 12th Street north of Elwood Street. Neighborhood parks typically provide such features as playgrounds, ramadas, picnic areas, and sports facilities such as basketball and volleyball courts. In response to community input, a water feature that will provide urban fishing opportunities is also proposed for an area park. Some of the existing half-acre "mini parks" will remain in the area and continue to serve as neighborhood recreation and meeting places. North of the river, Green Valley Park, a neighborhood park at 14th Street and Watkins Road, will remain even as the surrounding area gradually changes in coming years from residential to industrial uses.

Several parks near the Beyond the Banks area also provide recreational opportunities to area residents. These parks include a neighborhood park, two community parks, and a district park: Nueve, Hayden, Hermoso, and Esteban, respectively.

### Recommendations:

1. Pursue acquisition and development of two new neighborhood park sites east of 7th Street.

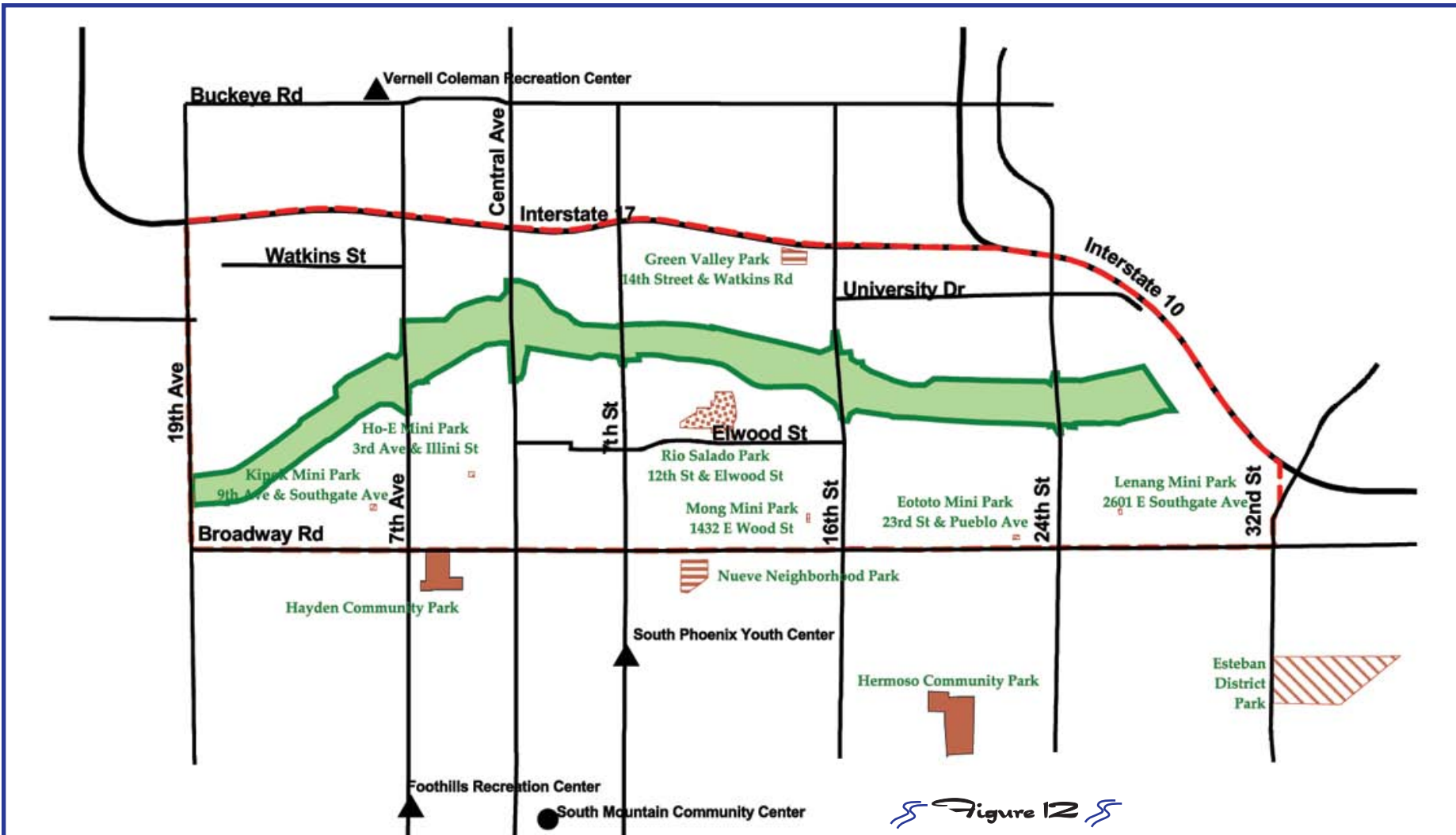


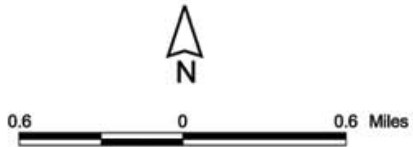
Figure 12

**PUBLIC PARKS AND RECREATION CENTERS**

- Rio Salado Beyond the Banks Area Boundary
- Rio Salado Habitat Restoration Project
- Mini Park
- Neighborhood Park
- Special Area Park
- Community Park
- District Park
- Neighborhood Recreation Center
- Community Recreation Center

City of Phoenix  
Planning Department

October, 2003





2. Monitor need for additional parks west of 7th Street.
3. Locate new parks near new schools.
4. Connect existing and future parks to trails and local streets to improve resident access.

**Objective D. Utilize the North Branch San Francisco Canal as a linear recreation, non-motorized transportation corridor.**

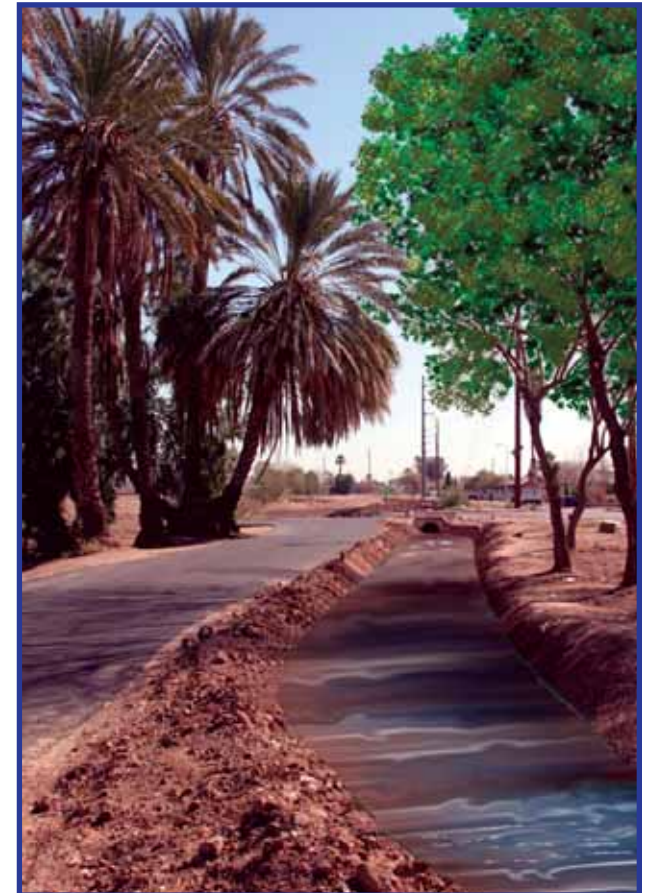
The North Branch San Francisco Canal crosses the eastern portion of the Beyond the Banks area to the north of Broadway Road (see Introduction for history of the canal). Although portions of the historic canal have been piped underground, a section of the old tree-lined irrigation ditch remains as a watercourse between 28th and 12th streets. The city is working with SRP to obtain right-of-way licensing to use the canal as a public trail that links to the area's planned multi-purpose, non-motorized trail system. Not only does the canal afford an appealing recreational opportunity for residents, but it also will serve to better integrate the Rio Salado Beyond the banks area, create an attractive water amenity, and provide a visible reminder of the area's past as an agricultural district.

**Recommendations:**

1. Obtain license agreement with SRP to use North Branch San Francisco Canal as a trail/linear recreation path.
2. Add North Branch San Francisco Canal Trail to trails plan.
3. Seek funding for canal bank improvements, landscaping, and cleanup.
4. Encourage adjacent new development to orient toward the canal and landscape its banks.
5. Install signs that describe canal history, encourage use, and provide directions.
6. Investigate historic designation for the canal on city and national registers.



**Figure 13.** North Branch San Francisco Canal



**Figure 14.** North Branch San Francisco Canal with proposed multi-use, nonmotorized trail



**Objective E. Support a golf course and adjacent complementary land uses at the Del Rio site.**

The site of the former Del Rio landfill has presented a challenge, as well as a unique opportunity, for the Beyond the Banks area. Because most of the site does not support structures and is suitable only for open space, a golf course is an ideal land use. Both the Rio Salado Advisory Committee and the Counselors of Real Estate support this land use. A golf course at this location can serve as an important activity and redevelopment focus for the Beyond the Banks area south of the river.

Situated on the south bank of the Rio Salado, the golf course adjoins the Rio Salado Habitat Restoration Project and the Rio Salado Scenic Drive. Views of the Rio Salado and downtown skyline to the north and mountain panoramas in every direction will draw golfers to this open-to-the-public golf course. Adjacent development to the east, south, and west will feature housing and condos, hotel, stores, and office buildings that complement the recreational amenity of the golf course and bring new vitality to the Beyond the Banks area.



Figure 15. Golf course views

**Recommendations:**

1. Support compatible land uses, such as housing, hotel/time share, retail, and office around the golf course, and use incentives as necessary.

2. Pursue creation of a redevelopment area to

facilitate supportive land uses around the golf course once it is underway.

**Goal 3: Economic Development - Rio Salado Beyond the Banks presents opportunities for economic development and area investment.**

Many development opportunities exist "beyond the banks" of the Rio Salado, particularly for residential, retail, office, hotel, and mixed-use projects on the south bank and commerce/business park and light industrial projects on the north bank. New developments will benefit from spectacular views of downtown and mountains and a location near a verdant desert river landscape with miles of recreational trails.

Beyond the Banks area employers have access to more than 500,000 workers within a 20-minute commute radius. The area is served by two interstate freeways and is adjacent to Phoenix Sky Harbor International Airport. Copper Square Downtown, Arizona State University Main and Downtown campuses, South Mountain Community College, six golf courses, and South Mountain Park Preserve are located within five miles. The area's economic development potential is further enhanced by the availability of substantial amounts of vacant properties and reclaimable industrial land.

Although the Beyond the Banks area enjoys many amenities and locational advantages, it is hampered by existing conditions of blight and land underutilization that this Plan addresses and seeks to overcome.

**Objective A. Identify sites for potential new commercial development opportunities and expand shopping and services within or adjacent to the Rio Salado Beyond the Banks area.**

Residents of the South Mountain community have long expressed their desire for more stores and services. Yet, it is recognized that any substantial increase in commercial establishments in the area will come about only as a result of a substantial increases in the area's population. The adage that "retail follows rooftops" holds true and plays a guiding role in this proposed plan, which promotes infill housing. As new housing brings new residents to the Beyond the Banks area, three major targeted areas and four smaller supporting locations (Figure 18) will be important as areas for potential retail development. Not only will more retail businesses provide necessary goods and services to area residents, but they will also function as an economic stimulus by providing local employment and generating sales tax revenues.

Three major target areas for new commercial development include:

- ⑥ South Mountain Village Core: Central Avenue and Broadway Road
- ⑥ Central Avenue Gateway: Central Avenue south of Rio Salado
- ⑥ Four Corners: 24th Street and Broadway Road

Three of the smaller supporting locations for commercial use include:

- ⑥ 7th Street west of Del Rio Golf Course
- ⑥ 16th Street near Rio Salado (in conjunction with pit filling)
- ⑥ 24th Street near Rio Salado (in conjunction with pit filling)



Figure 16. Scenes of South Central Avenue

As new commercial activity centers develop at the targeted Rio Salado Gateway and village core, revitalization of commercial properties along South Central Avenue will become increasingly important to the area's economic success. Redevelopment of the village core is already underway with the recent addition of the Ed Pastor Transit Center that included streetscape improvements and renovation of an historic building. The transit center emphasizes the importance of South Central Avenue as a transportation link and commercial focus.

Future improvements to the village core will be further stimulated by existing Target Area B redevelopment plans. At the river gateway to South Central Avenue, the Rio Salado Project, plazas, Audubon environmental education center, and planned mixed-use development will be a "showcase" for Beyond the Banks. South Central Avenue could functionally tie together these two major activity centers, more effectively reflect the area's significant economic potential, provide properties for new businesses and employment, and better meet the retail needs of the community.

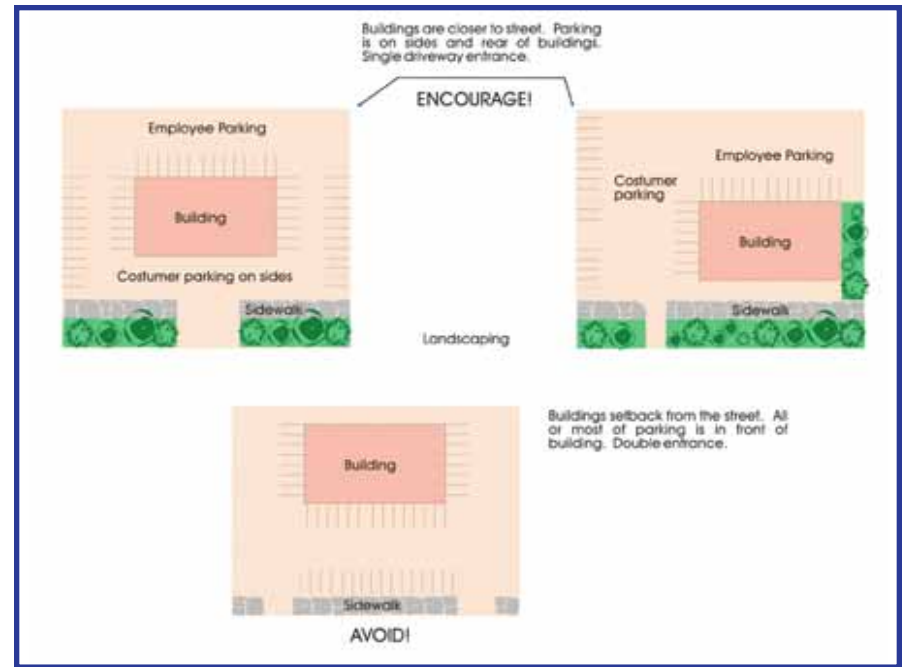


Figure 17. Sketch of parking configurations

### Recommendations:

1. Promote private-sector investment in commercial development in three targeted areas, three smaller support locations, and South Central Avenue between the river and Broadway Road.
2. Promote opportunities to develop high-quality office and commerce park projects in accord with the land use plan.
3. Encourage housing development near existing and new commercial locations.
4. Encourage pedestrian-oriented development in targeted and supporting commercial areas.
5. Utilize pedestrian-oriented development design principles for South Central Avenue new development and streetscape improvements between the river and Broadway Road.
6. Pursue eligibility of South Central Avenue between the river and Broadway Road for inclusion in the Neighborhood Commercial Rehabilitation Program (formerly Storefront Improvement Program), which provides matching funds for commercial structure rehabilitation and landscaping.



# Beyond the Banks Targeted Commercial Development Areas (Generalized)



- Rio Salado Beyond the Banks Boundary Area
- Rio Salado Habitat Restoration Project
- Commercial Target Areas
- Commercial Support Locations

Source: City of Phoenix Planning Department 2001



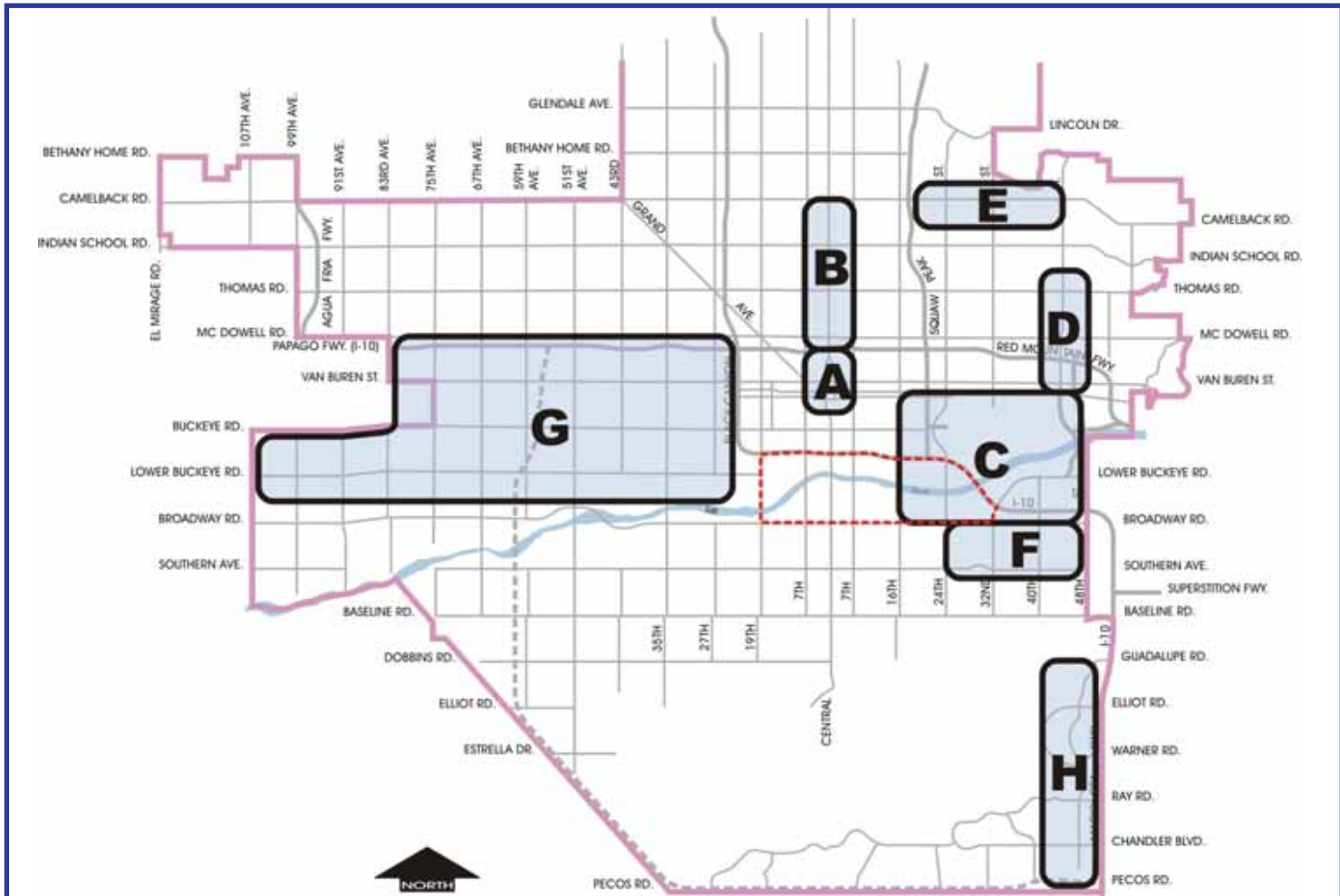


Figure 19

### Rio Salado Beyond the Banks Employment Centers

- |                                 |                                |
|---------------------------------|--------------------------------|
| <b>A</b> - Downtown             | <b>E</b> - Camelback Corridor  |
| <b>B</b> - North Central Avenue | <b>F</b> - South Mountain      |
| <b>C</b> - Airport              | <b>G</b> - Southwest Phoenix   |
| <b>D</b> - Gateway              | <b>H</b> - Ahwatukee Foothills |

--- Beyond the Banks Boundary

**Objective B. Create a range of jobs to increase resident employment and stimulate central area employment opportunities.**

Increasing resident employment is important to the economic vitality of the Beyond the Banks area in particular and the central city in general. Population and residential growth in the Beyond the Banks community stimulates area development, supports and strengthens central area and other nearby employment centers, and contributes to a healthy central city. By promoting a better balance between central area jobs and housing, residents have the opportunity to live and work in the same area of the city.

Increasing resident employment involves the following goals that function together in strengthening the area:

- ⑥ Support employment in nearby employment centers.
- ⑥ Create more jobs and housing in and near the Beyond the Banks area.
- ⑥ Increase resident work force to meet projected increases in Beyond the Banks employment and in nearby employment centers.

The Rio Salado Beyond the Banks area is accessible to eight city employment centers (Figure 19) located within a 20-minute or less commute distance. These nearby employment centers are as follows:

- (A) Downtown
- (B) North Central Avenue
- (C) Airport
- (D) Gateway (44th St. Corridor)
- (E) Camelback Corridor
- (F) South Mountain
- (G) Southwest Phoenix
- (H) Ahwatukee Foothills

These employment centers, with the exception of Southwest Phoenix and Ahwatukee Foothills, are located in the central area of the city. At present, the Rio Salado Beyond the Banks area does not contribute many workers or shoppers to many of these employment centers. This is due to the area's relatively low-population of 7,700 and high concentration (75%) in industrial employment. As new residents and businesses move into the area, however, it should include a broader range of employment types and provide a greater share of nearby employment.

Employment figures indicate that in 2000, there were 20,003 jobs within the Rio Salado Beyond the Banks area. The largest share of that employment, 75%, was in industrial jobs. Office, retail, public, and other employment accounted for the remaining 25%. The category "other employment"

includes construction and work-at-home employment. The area's population at that time was 7,700 and its jobs-to-population ratio was 2.6.

**Figure 20. Housing, Population, and Employment Projections: 2000-2030**

	2000	2010	2020	2030
BTB Dwelling Units	2,020	3,761	9,300	12,000
BTB Area Population	7,700	12,787	27,900	36,000
BTB Total Employment	20,003	31,672	40,862	40,926
Office Employment	3.3%	17.1%	22.8%	23.7%
Retail Employment	5.4%	4.6%	4.6%	4.6%
Industrial Employment	74.9%	63.4%	61.9%	62.9%
Public Employment	7.0%	4.9%	3.8%	3.8%
Other Employment	9.4%	10.0%	6.9%	5.1%
Job-to-Population Ratio	2.6	2.5	1.5	1.1

Source: Phoenix Planning Dept. and MAG July, 2003 Interim Socioeconomic Projections

A balance of jobs and housing contributes to the area's long-term economic strength. A ratio of 0.5 jobs to population is the optimal goal. Although it is not anticipated that such a goal will be achieved in the Beyond the Banks area, improvement in the ratio over time is evident in the table shown in Figure 20. Whereas the ratio of jobs to population was 2.6 in 2000, that figure shows a projected decrease to a ratio of 1.1 by build out in 2030 as more housing complements the large employment base.

Employment projections for 2010 indicate an increase of 58% to 31,672 jobs. Area population is expected to increase by 66% to 12,787. Although industrial jobs will still account for the greatest share of employment at 63.4%, proportionately more jobs will be found in office, retail, and other employment; 4.6%, 17.1%, and 10%, respectively, than were evident in 2000. Public employment accounts for an additional 4.9%. Office employment shows the greatest projected increase at over 400%.

By 2020, employment in the Beyond the Banks area is projected to reach 40,862 jobs. This figure represents more than double the area's 2000 employment and a 29% increase over the 2010 employment projections. Area population is projected to grow by 118% between 2010 and 2020, increasing from 12,787 to 27,900, as infill housing brings new residents to the area. The area's employment structure by 2020 shows reductions in the percentages of industrial, public, and other jobs, 61.9%, 3.8%, and 6.9% respectively, and an increase in the percentage of office employment,

22.8%. The reduction in the jobs-to-population ratio from 2.6 in 2000 to 1.5 in 2020 is an indication that the area is attaining a better balance between jobs and housing.

By 2030, the Beyond the Banks area is expected to reach its projected build-out population of 36,000 reflecting a 29% rate of growth since 2020. Although employment is not projected to increase significantly after 2020, continued population growth will further improve the job-to population ratio bringing it down to 1.1. The employment structure is projected to remain much the same as that of 2020 with only slight increases in the percentages of office and industrial employment.

According to the city's Community and Economic Development Department, Beyond the Banks area businesses presently draw from over 500,000 workers residing within a 20-minute commute of the area. Building on this employment base by attracting new businesses, infill housing, and workers will further strengthen the area's economy.

Creating new jobs in the Beyond the Banks area also should consider type of employment and impacts to land use. High-quality jobs that offer career advancement opportunities are an economic development priority for the city. Additionally, new developments that are land efficient and labor intensive are most suitable to the Beyond the Banks' central city location. With a limited land resource, it is important to attract businesses that employ many people without sprawling over excessive amounts of land. A three-story office building, for example, uses less land and typically offers more jobs than does a huge warehouse using mechanized inventory systems and few employees. By maximizing land resources, this and other areas of the central city can continue to develop and attract new jobs.

**Recommendation:**

1. Encourage new development and businesses that are labor rather than land intensive and that offer career advancement opportunities.

**Objective C. Promote job-training programs.**

The city offers business assistance programs designed to increase and improve the quality of its workforce. The Community and Economic Development Department's Workforce Development Division (WFD) assists businesses in meeting their labor force recruitment and retention needs. WFD's vision is to have a high-caliber, skilled, and trained workforce in Phoenix that matches and meets the demands of employers while assuring a high quality of life for Phoenix residents. WFD oversees workforce development programs and the Phoenix Enterprise Community Initiative. These various programs offer employers workforce linkages, marketing information, recruitment assistance, consultation services,

financing and loan packaging, and other services. For more information, call 602-262-5040 or visit [www.phoenix.gov/ECONDEV](http://www.phoenix.gov/ECONDEV).

The Phoenix Workforce Connection (PWC) is available at 4732 South Central Avenue, Travis L. Williams Family Services Center, and offers employers a variety of services including:



**Figure 2h**  
Phoenix Workforce Connection at job center

- Recruitment services, referral, and prescreening
- Employee customized training and skills upgrades
- Financial incentives such as tax credits and on-the-job training reimbursements
- Retention services
- Applicant and employee assessments
- Rapid response/restructuring services
- Labor market information

Most services are available at no cost. For more information call 602-506-WORK or visit [www.arizonaworkforceconnection.com](http://www.arizonaworkforceconnection.com).

Job seekers can also use the PWC One Stop Center as a single point of entry to a network of employment, training, and educational programs and providers in the community. Workers and job seekers can access the tools needed to manage career choices through high-quality information that includes:

- Job openings
- Student financial aid
- Employment trends
- Effective job search techniques
- Resume writing
- Interviewing skills



Other services available to job seekers and workers include the use of fax machines, computers, internet access, and telephones. For more information call 602-534-4732 or visit <http://phoenix.gov/PHXWIN/information.html>.

### Recommendation:

1. Publicize job training/workforce development programs to area residents and employers.

### Objective D. Use economic incentives to support local businesses and better integrate the area with citywide economic development goals.

A number of economic development programs and funding sources applicable to the Beyond the Banks area could be useful tools in bringing new jobs to the area. Two of these programs are the New Markets Tax Credit Program and the City of Phoenix Enterprise Zone (COPEZ).

The New Markets Tax Credit (NMTC) Program is a federal program designed to create jobs and boost commercial redevelopment in underserved, low-income areas of the city. The program offers businesses below-market loan terms to encourage business development and revitalization for commercial and industrial projects and for small business financing. Venture capital will also be available for early to mid-stage companies in the life sciences, technology, and other industries as appropriate. Based on 2000 Census data, the entire Beyond the Banks area qualifies for inclusion in the NMTC Program. For additional information about the NMTC Program, call 602-262-5040.

The City of Phoenix Enterprise Zone (COPEZ) is a 99.6 square-mile economic development area that covers the western and central part of the city and includes the entire Beyond the Banks area. Businesses located within the zone may qualify for income tax and property tax benefits if they create new, quality jobs, a percentage of which are filled by residents of an enterprise zone. Businesses may also qualify if they are engaged in manufacturing that meets certain criteria and invests in new capital assets.

Developers and business owners undertaking projects in the Target Area B or South Phoenix Village Redevelopment areas consistent with the redevelopment area plans (see Goal 1: Land Use, Objective B) may be assisted through the Neighborhood Services Department's (NSD) programs. The Neighborhood Commercial Rehabilitation Program is a federally funded program that provides financial assistance to renovate the exterior of eligible commercial properties. NSD has also provided development assistance such as land assemblage or land write downs, infrastructure and off-site improvements, fee waivers, and architectural, engineering, and technical support for commercial and housing

redevelopment projects. This development assistance is available through a publicly advertised Request for Proposals process.

Studies by the Initiative for a Competitive Inner City (ICIC) consultants have proven useful as an effective economic development resource in several cities including St. Louis, Boston, and Louisville. This national non-profit, privately funded group works with private-sector sponsors and an assembled leadership team. Their goal is to recommend strategies to make the inner city a competitive business location based on analysis of its comparative economic base.

### Recommendations:

1. Target New Markets Tax Credit Program allocations for existing and future area businesses by identifying existing companies wishing to expand and new businesses needed to serve the area as it develops.
2. Consider inviting Initiative for a Competitive Inner City (ICIC) to analyze strengths and weaknesses of local area economic base and to recommend strategies for the area's role in the regional economy by building on existing and potential strengths.
3. Interview existing businesses to identify job training, marketing, and/or expansion assistance needed.
4. Inform local businesses about city economic development programs and other available city resources.

## Goal 4: Neighborhoods - Rio Salado Beyond the Banks encourages and protects healthy neighborhoods.

Building new neighborhoods and ensuring the vitality and viability of existing neighborhoods are central objectives of the Rio Salado Beyond the Banks Area Plan. Strong neighborhoods are the "engine" that will drive the area's future development, economic growth, and land use change. Protection of existing neighborhoods is increased with implementation and enforcement of city ordinances and through resident and business participation in local improvement efforts.

### Objective A. Work with residents and business to promote compatible land uses and blight-free neighborhoods.

The city established the Rio Salado Interim Overlay (RSIO) zoning district, which became effective on January 18, 2002. The ordinance prohibits and controls certain land uses that are inconsistent with the long-term redevelopment goals of the Beyond the Banks area. The zoning overlay protects neighborhoods by reducing the impacts of new and expanded uses on industrially zoned property and limits the further expansion of unscreened industrial outdoor uses.

The RSIO requires solid wall screening, landscaping, and increased setbacks for new or expanded outdoor industrial uses; establishes a buffer zone adjacent to the riverbed Rio Salado Habitat Restoration Project, and monitors industrial land use change through special permit, use permit, and administrative review processes. See Goal 1: Land Use, Objectives C and G for further discussions of incompatible land uses and screening of industrial outdoor uses.

Industrial-related impacts to neighborhoods extend beyond aesthetic issues. Neighborhoods also have concerns about traffic problems, trucks cutting through neighborhoods, and excessive dust, noise, odors, lighting, and glare (see Goal 6: Safety, Objective A). These impacts need to be addressed in order to build healthy neighborhoods and encourage new residential development in the Beyond the Banks area.

Developing stronger code enforcement strategies could also be a useful tool to protect healthy neighborhoods. The presence of blight violations discourages new investment and impacts the viability of neighborhoods. Common zoning violations that lead to blight conditions include the following:

- Ⓢ visible inoperable vehicle(s)
- Ⓢ visible outside storage
- Ⓢ open and vacant buildings/structures
- Ⓢ junk, litter, and debris on property

- Ⓢ dead/dried vegetation on property and adjacent right of way
- Ⓢ fences/screening walls in disrepair
- Ⓢ graffiti
- Ⓢ excessive parking area

Of these common violations, inoperable vehicles, outside storage, open and vacant buildings/structures, and junk, litter, and debris are those most frequently observed in the Beyond the Banks area.

### Recommendations:

1. Consider enhanced code enforcement strategies for the Beyond the Banks area.
2. Work with area neighborhood and homeowners associations to identify specific concerns related to traffic, truck cut-through, noise, lighting, dust, odors, glare, and other impacts of nearby businesses and to facilitate meetings with business owners to discuss these problems.
3. Determine if traffic-calming measures are needed along local streets to discourage cut-through and heavy truck traffic.

### Objective B. Encourage home improvement.

Maintaining property in good condition is the focus of the Neighborhood Preservation Ordinance and Code Enforcement Policy. The goal of the ordinance is to promote the health, safety, and welfare of residents by protecting neighborhoods from blight and deterioration. Enforcing the ordinance is not the only tool used to eliminate blighting conditions: the Neighborhood Services Department (NSD) also offers education, support for neighborhood association clean-ups, and home improvement and tool lending programs. NSD works with neighborhood associations and residents, supporting community-based problem solving to address blighting conditions through education, awareness, and self-help efforts. For more information, contact the Neighborhood Services Department, Neighborhood Preservation at 602-262-7844.

Home improvement and repair are important elements in the city's strategy to improve and revitalize neighborhoods. NSD has several loan and grant programs designed to help residents meet code requirements and improve the safety, comfort, appearance, and value of their homes. The programs are designed to help homeowners (primarily owner occupants) with emergency items. Grant programs assist, for example, with broken sewer lines, heating and cooling problems, electrical hazards, or code violations involving the home structure. Loan programs apply to more extensive improvements. The programs have eligibility requirements based primarily on income criteria. For more information contact the

Neighborhood Services Department, Neighborhood Revitalization at 602-495-0700.

In addition to the programs targeted for owner-occupied homes, NSD provides low-interest loans to owners of multi-family properties through the Rental Rehabilitation Loan Program. This program provides an opportunity to improve the living conditions of tenants and to correct code violations. In order for a property to be eligible for the program, it must be located within one of the program's target neighborhoods (at present, South Phoenix Village and Target Area B) and tenants must meet income requirements. Federal funds for this program are limited and available on a first-come, first-served basis for those able to meet and address all program requirements. For more information, contact the Neighborhood Services Department, Neighborhood Revitalization at 602-495-0700.

### Recommendations:

1. Publicize city's programs that provide grants, loans, technical assistance, and equipment use for home improvement.
2. Work with active neighborhood associations to provide enforcement education and assistance.
3. Work with area neighborhood, civic, and institutional organizations to sponsor regular cleanup days.

### Objective C. Provide a range of housing types, costs, and densities.

The availability of a wide variety of housing products will be an important element in attracting new residents to the Beyond the Banks area south of the river and meeting the future needs of existing residents. The Rio Salado Beyond the Banks Area Plan projects the addition of approximately 10,000 housing units to the area over the next several

*Figure 22:* Residential Land Use Comparisons

Residential du/ac	Existing		General Plan		BTB projected	
	Acres	#du	Acres	#du	Acres	# du
3.5-5 (5)	251	1,155	65	323	130	648
5-10 (7.5)	38	377	118	887	84	633
10-15 (12.5)	15	157	135	1,692	645	8,059
15+ (15)	9	131	536	7,884	179	2,687
<b>Total Residential</b>	<b>313</b>	<b>1,990</b>	<b>844</b>	<b>10,786</b>	<b>1,083</b>	<b>12,027</b>

decades. As the table shown in Figure 22 indicates, the number of dwelling units (du) will increase from an existing 1,990 dwelling units to a projected 12,027 dwelling units at build out in approximately 25 to 30 years. The greatest increases will be seen in densities of 10 to 15 dwelling units per acre and 15+ dwelling units per acre. The total acreage used for housing will also increase, expanding from 313 acres at present to 1,083 acres at build out.

Housing types and prices will include a variety of different products suitable to the residential needs of persons with various lifestyles and income levels.



*Figure 23:* Examples of different housing types and densities

Projected housing increases and population growth in the Beyond the Banks area will trigger demand for new schools in coming years. The proposed Rio Salado Beyond the Banks Area Plan has identified possible locations for new schools, but actual location and construction of school facilities are state and school district responsibilities. The city has worked with the Roosevelt School District to ensure that it is aware of projected growth and that it can adequately plan to meet the kindergarten to eighth grade educational needs of future populations in the Beyond the Banks area between the river and Broadway Road.

### Recommendations:

1. Encourage development of new housing for sale and rent for families, seniors, singles, unrelated individuals, first-time buyers, and "empty nesters" that range in price from affordable to high end and in configurations that include single-family detached and attached, townhomes, condos, and apartments.



2. Monitor new housing construction for achievement of desired residential mix and take action to promote under-represented housing types and/or prices.
3. Select several targeted locations to specifically promote housing development if private market needs incentives.
4. Continue to work with Roosevelt School District in planning for new area schools.

**Objective D. Support transition of neighborhoods north of the Rio Salado surrounded by industrial uses and impacted by airport noise by providing housing opportunities south of the Rio Salado and other places.**

The Phoenix Sky Harbor International Airport F.A.R. Part 150 Noise Compatibility Study completed in 2000 identifies areas located near the airport that are impacted by noise exposure. An Aviation Department noise mitigation program, the Community Noise Reduction Program (CNRP), includes two measures to mitigate or reduce the impact of aircraft noise on existing noise-sensitive land uses within the airport noise contours (see map of airport DNL noise contours Figure 24). These measures include a sound insulation program and a residential acquisition/relocation program. Single-family detached residential and certain other noise-sensitive properties (churches, schools, community centers) located within the 65 DNL noise contour are eligible for the CNRP. In the Beyond the Banks area, the 65 DNL noise contour affects the area east of 7th Street between the I-17 Maricopa Freeway and the Rio Salado.

Homeowners who participate in the CNRP program will have one of three options:

1. Remain in their homes and take advantage of the residential sound insulation program if structural conditions are met,
2. Use acquisition and relocation benefits to move to comparable homes outside the 65 DNL noise contour,
3. Work with Neighborhood Services Department to purchase newly constructed infill homes.

For further information on the Community Noise Reduction Program, please call 602-683-2624 or visit our website at [www.phxskyharbor.com](http://www.phxskyharbor.com).

There is also the potential for overflights in Beyond the Banks areas lying beyond the 65 DNL noise contour. The city's Aviation Department identifies areas located between the river and Broadway Road east of 18th Street as subject to potential overflights.

**Recommendations:**

1. Coordinate with Aviation Department's Community Noise Reduction Program's voluntary acquisition and relocation program and assist eligible relocatees who want to live south of the river and remain in the Beyond the Banks area.
2. Require residential development between Rio Salado and Broadway Road east of 18th Street to record disclosure of potential for overflight activities from Phoenix Sky Harbor International Airport on real estate transactions as part of zoning stipulations and/or city financial aid.

**Objective E. Promote an appreciation for area history and culture.**

The area beyond the banks of the Rio Salado has a rich history written by diverse peoples and reflecting varying ways of life (see background information on area history in Introduction). From ancient Native American farming groups to 19th and early 20th-century agriculturalists, the area near the river has proven attractive to cultivation and settlement. Hispanics, Whites, and African-Americans raised livestock and made use of the area's canal systems to grow crops. Early residents also worked downtown and in nearby employment centers. Although the agricultural focus is now part of the area's past (see Introduction: Figure 14, Historic Character Map), these same ethnically diverse populations continue to reside in the area and contribute to its present sense of place and cultural identity. Strengthening these ties to place can be enhanced through recognition of persons, places, and events that have meaning to the area's diverse communities.

**Recommendations:**

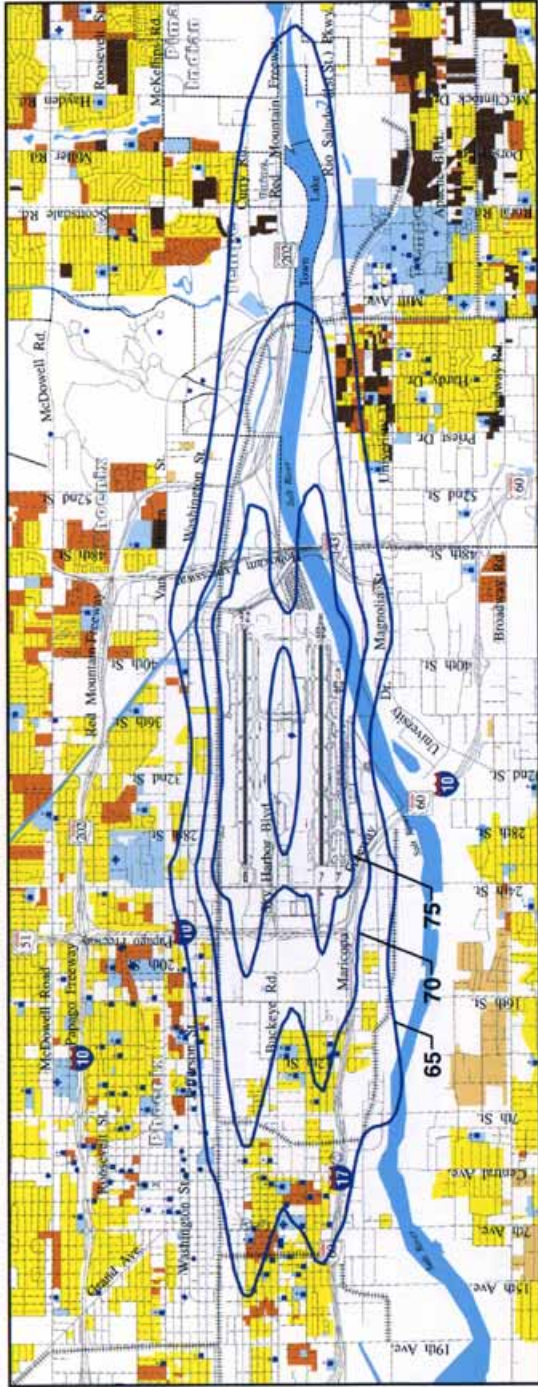
1. Identify sites designated or eligible for historic designation.
2. Identify places, names, and events tied to the area's history and culture that could be incorporated into the design and use of new public facilities.

**Goal 5: Accessibility - Rio Salado Beyond the Banks offers convenient access to a wide range of nearby urban amenities.**

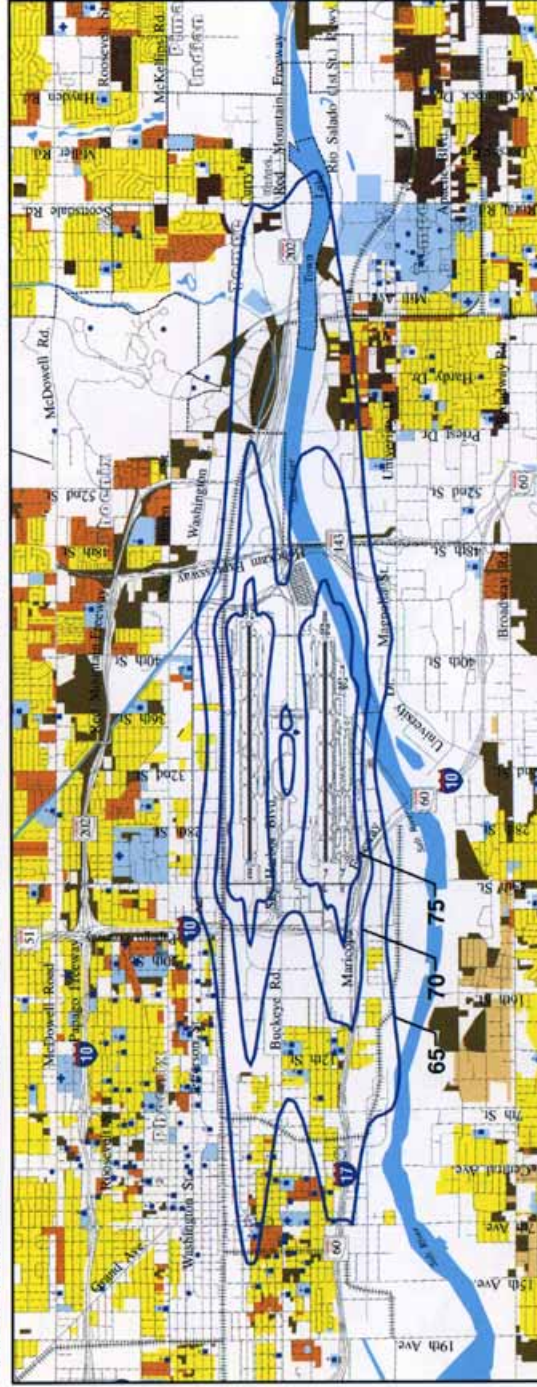
This goal addresses how to reach the Beyond the Banks as a destination area and movement within its boundaries. This goal also recommends improved public access to the Rio Salado Habitat Restoration Project's nature trails, environmental education center, natural features, and trailhead/staging areas. Creating better access for pedestrians, bicyclists, motorists, and public transit users is also considered in the Recreation and Economic Development goals.



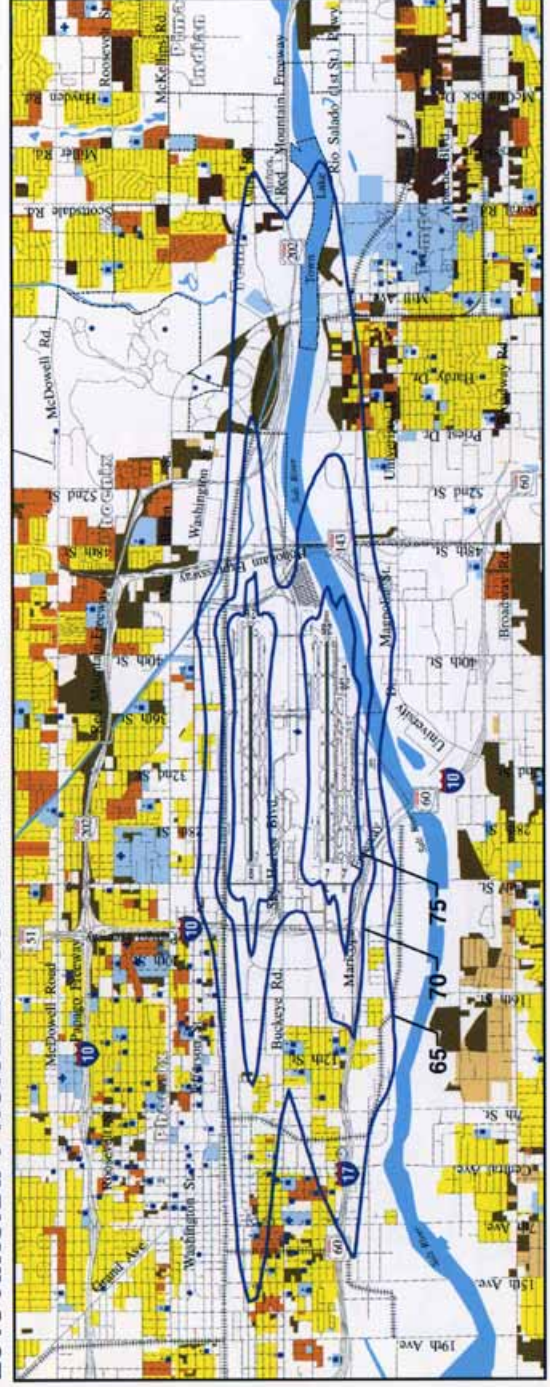
**1999 AIRCRAFT NOISE EXPOSURE WITH EXISTING LAND USE**



**2004 AIRCRAFT NOISE EXPOSURE WITH NOISE COMPATIBILITY PROGRAM**



**2015 AIRCRAFT NOISE EXPOSURE WITH NOISE COMPATIBILITY**





**Objective A. Provide the Rio Salado scenic drive on most of the north and south riverbanks to access the Rio Salado Habitat Restoration Project and riverside developments and to take advantage of Rio Salado, city, and mountain panoramas.**

The Rio Salado scenic drive is a proposed two-lane minor collector street that runs along most of the north and south banks of the Rio Salado between 19th Avenue and 28th Street (see Figure 2: Map of Beyond the Banks area plan) On the north bank, the scenic drive is named River View Drive and is completed between 16th and 11th streets where it adjoins University Drive. On the south bank, the scenic drive is called Rio Salado Park Drive. The scenic drive provides easy access and enhanced visibility to Rio Salado Habitat Restoration Project amenities and to existing and planned riverside development on adjacent land. As a scenic drive, it also affords views of the Rio Salado project, city, and mountains.

The scenic drive is an integral component of the Rio Salado Beyond the Banks Area Plan, and its completion is an adopted General Plan recommendation. The Rio Salado Advisory Committee also strongly supports this street (Rio Salado Beyond the Banks Advisory Committee Summary Report, 1999). A General Plan Amendment adding the road to the Street Classification Map was initiated by the Planning Commission.

The construction of the Rio Salado scenic drive will take place incrementally as adjacent development occurs. Feasibility and engineering studies have not yet been carried out; the road's precise alignment will be determined through future studies and as projects come forward. The scenic drive will abut the Rio Salado project where feasible.

On the north side of the Rio Salado, River View Drive has been completed between 7th and 16th streets. Only small stretches of the street on the south side of the river at Central Avenue and 7th Street have been dedicated or are under construction. At present, no city funds are available for engineering or construction of the scenic drive. However, future voter-approved bonding may provide city funds for the expedited completion of the road where development is not likely to occur.

The 60-foot scenic drive right-of-way will allow two lanes of traffic, intermittent left-turn lanes, bicycle lanes, and trail and landscape easements (Figure 25). Where immediately adjacent to the Rio Salado project, park trails and a canal water feature will border the scenic drive.

New residential and commercial development along the scenic drive will be oriented to the street and face the Rio Salado (Figure 26). Along with appropriate streetlighting and ongoing activity associated with the Rio Salado project's attractions and amenities, homes and businesses positioned toward the scenic drive will provide an additional safety

measure and sense of security for area residents, workers, and visitors. The scenic drive will also provide improved access for police and fire staff for patrol and emergency response.

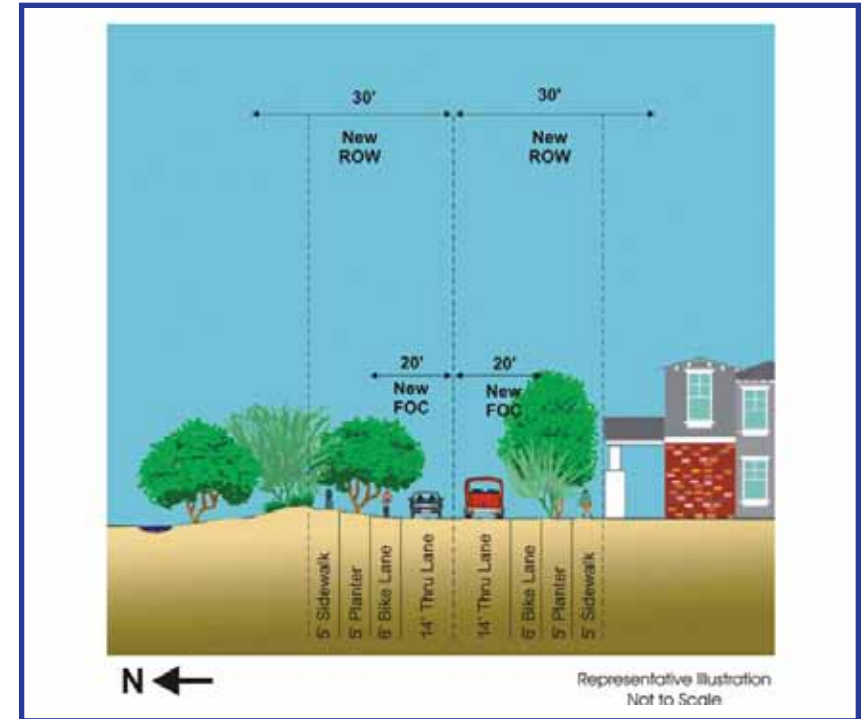


Figure 25. Scenic drive 60-foot cross section

### Recommendations:

1. Amend Street Classification and General Plan maps to show location of Rio Salado scenic drive on both sides of the river.
2. Require new development to orient toward the Rio Salado scenic drive through amendment of the Rio Salado Interim Overlay District.
3. Seek funding for undeveloped portions of the Rio Salado scenic drive in the next bond program.





**Figure 26.** Scenic drive on north bank with buildings facing Rio Salado and view to south from scenic drive



**Objective B. Connect areas of the city by public transit to the Rio Salado Project, through the Beyond the Banks area, and to the South Mountain Environmental Education Center.**

Connections to the Rio Salado Habitat Restoration Project and the Beyond the Banks area from other parts of the city are readily available by public transit. Eleven local bus routes collectively carry approximately 7,800 passengers per weekday through the area (see Appendix for detailed transit information). These routes extend to Beyond the Banks from the downtown area, North Central Avenue, Paradise Valley Mall, Phoenix Mayo Hospital, Sunnyslope, and locations in Glendale, Tempe, and Mesa.

Beginning in Fall 2003, a new express bus service, Bus Rapid Transit, or RAPID, will extend from downtown along South Central Avenue to Baseline Road with stops at Broadway Road and Southern Avenue. This new service will offer commuter-style buses and distinct, newly designed bus stops.

The Ed Pastor Transit Center at South Mountain Village (Figure 27), located at South Central Avenue and Broadway Road, opened in early 2003 and accommodates seven bus routes. It is a major transit hub for the area and a catalyst for new development. It is the first transit center to be built as part of the voter-approved Phoenix Transit Plan, which also includes funding for the city's light rail system. Plans call for the future expansion of light rail from downtown to Baseline Road along the South Central Avenue corridor (Figure 29).

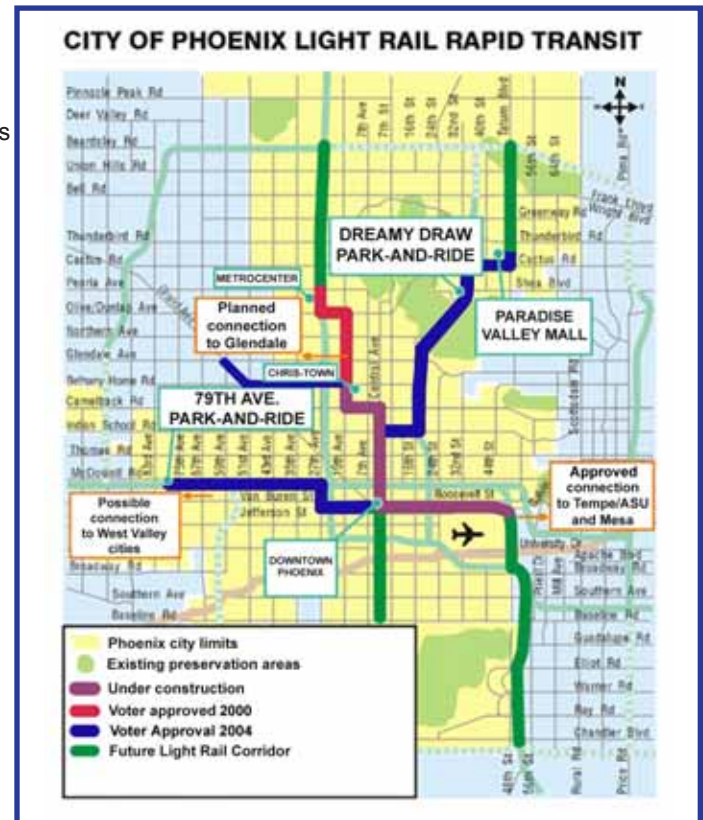


**Figure 27.** Ed Pastor Transit Center



**Figure 28.** Bus RAPID logo

**Figure 29.** Light Rail approved lines and proposed future extensions



**Recommendations:**

1. Support future extension of light rail along South Central Avenue corridor to Baseline Road.
2. Add a future stop on RAPID at the Audubon Nature Center/gateway development at Central Avenue and the south side of the Rio Salado.
3. Provide future bus transit stops at Rio Salado amenities and provide connections to South Mountain Environmental Education Center.

**Objective C. Provide a regionally funded Rio Salado parkway connecting the proposed 202 freeway to Downtown via 19th Avenue, 7th Avenue, Central Avenue, and 7th Street.**

The Maricopa Association of Governments (MAG) draft Regional Transportation Plan proposes a parkway parallel to and south of the Rio Salado that connects from the Loop 202 South Mountain Freeway to the downtown area (Figure 30). Such a parkway would cut across the western portion of the Beyond the Banks area (See Figure 2: Map of Beyond the Banks Area Plan). Plans call for the parkway to be limited access with access at 19th Avenue, 7th Avenue, Central Avenue, and 7th Street, where the parkway terminates. Right of way is projected to range from 150' to 200'. A major portion of funding for the MAG transportation plan is subject to voter approval in 2004 of an extension of the current half-cent sales tax for an additional 20 years. As of this time, no engineering studies have been conducted to determine future alignment of the parkway. However, sound land use planning requires that the proposed parkway be addressed in this area plan.

The Rio Salado parkway, as shown on the Beyond the Banks Area Plan map, includes a possible alignment from 19th Avenue to 9th Avenue through industrial and vacant land adjacent to a very deep sand and gravel pit where it has limited impact on neighborhoods and serves as a buffer between residential and industrial land uses.

East of 9th Avenue, two possible alignment options that consider existing and planned land uses are shown. The actual alignment of the parkway will be determined only after future engineering studies are conducted and community input is received. Therefore, it is not proposed to show the parkway on the Street Classification or General Plan maps until engineering studies have been done.

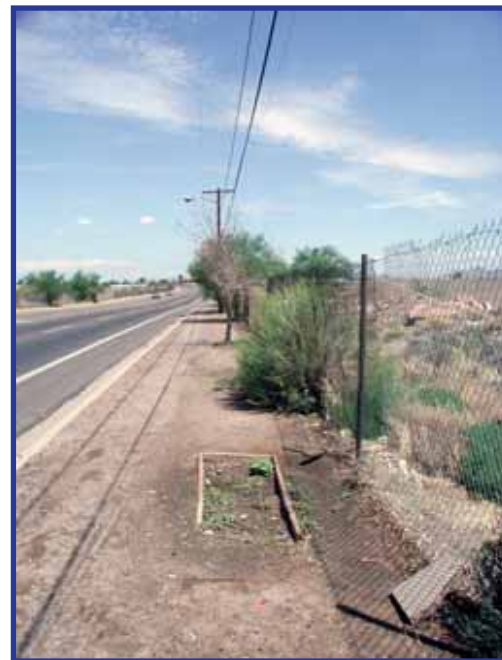
**Recommendation:**

1. Show two possible alignment options (subject to engineering studies) for proposed Rio Salado Parkway on the Rio Salado Beyond the

Banks Area Plan and place on General Plan and Street Classification maps once alignment is selected.

**Objective D. Improve the major north/south streets from I-17/I-10 to Broadway Road to enhance street lighting, landscaping, drainage, and sidewalks as needed.**

All major north/south arterial streets have been improved to meet current city standards. However, these streets are eligible for the city's Landscape Retrofit Program that refurbishes the appearance and utility of older arterial and collector streets with additional landscaping, upgraded streetlighting and public transit stops, replacement of damaged or missing sidewalks, and installation of wheelchair ramps at intersections. A program to assist with the screening of older outdoor industrial uses that predate present Rio Salado Interim Overlay District (see Goal 1: Land Use) zoning ordinance screening requirements would also improve the appearance of these major streets.

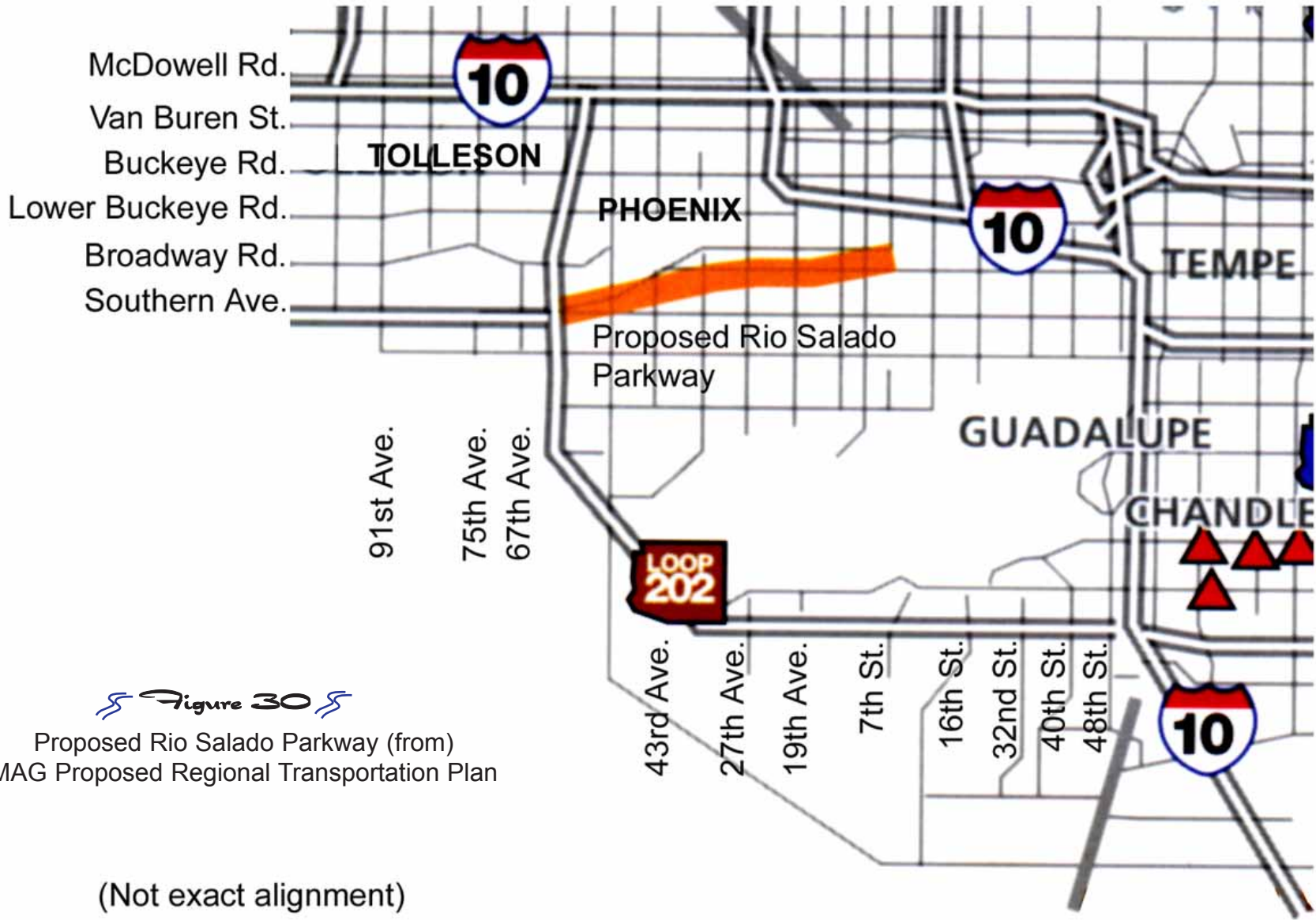


**Figure 31:** Arterial street lacking sidewalks, adequate landscaping, bus stops, and maintenance

**Recommendations:**

1. Investigate funding for arterial street retrofit and screening programs.





*Figure 30*

Proposed Rio Salado Parkway (from)  
MAG Proposed Regional Transportation Plan

(Not exact alignment)



**Objective E. Upgrade local and collector streets to modern standards.**

Many of the local and collector streets in the Beyond the Banks area do not meet current city standards. The city's Street Modernization Program provides funding to install curb, gutter, and sidewalk on all streets not improved to full standards at no cost to property owners. This is a citywide program with limited funding.

**Figure 32.**  
Local/collector street conditions showing improved on right and unimproved on left



**Recommendations:**

1. Seek funding from the Street Modernization Program to install curb, gutter, and sidewalk on all streets not improved to full standards.
2. Develop priorities for street improvements.

**Goal 6: Safety - The Rio Salado Beyond the Banks ensures an environment that is safe from crime and industrial hazards.**

Public health and safety, the natural environment, and area security are priority concerns of Beyond the Banks area revitalization efforts. Portions of the community experience air pollution from industrial users in and adjacent to the area as well as noise from the I-17 Freeway, industrial operations, and overflights from Phoenix Sky Harbor International Airport. Many residential streets in the Beyond the Banks area suffer from cut-through truck traffic (Figure 33). At present, perceptions of a poor environment and crime hamper the area's growth. Actual crime rates exceed citywide averages in all categories of crime but **have shown significant decreases over the past three years**. Similarly, juvenile crime rates, especially in neighborhoods south of the river, are higher than

rates citywide but also **show decreases since 2000** (see Appendix: Crime information).

The Rio Salado Interim Overlay District (RSIO) establishes restrictions on harmful and unsightly industrial and commercial activities and open land uses. Gradually, as market conditions and development pressures influence the area, existing uses that are not compatible with residential neighborhoods will be reduced or eliminated. As the area's physical environment becomes cleaner, safer, and more attractive, the area's image will also improve. With revitalization and redevelopment, it is anticipated that perceptions of crime and safety will also change. While city actions may address many area concerns, overcoming obstacles for a healthier and safer environment requires the involvement of all levels of government, cooperation of industrial users, and the continued vigilance of the community. Additional plan objectives that address safety and environmental issues are found in Goal 1: Land Use, Objectives C and D



and in Goal 4: Neighborhoods, Objectives A and D.

**Figure 33.**  
Truck cut-through traffic in neighborhoods

**Objective A. Protect residents from hazardous industrial operations.**

Industrial uses occupy almost 57% of the land in the Beyond the Banks area at present. An even greater 80% of the area is zoned industrial A-1 and A-2, but includes the Rio Salado Project, which alone accounts for 14% of the area. The largest share of industrial land uses, approximately 24%, is made up of large-scale sand and gravel mining operations and landfills located along the river. Industrial, light industrial, and commerce/business park comprise the remaining 33% of industrial uses at 12%, 10%, and 11%, respectively. Most of the industrial land is located between the I-17/I-10 Freeway on the north and Elwood Street on the south. Several industrial businesses are located adjacent to residences north and south of the river (see Goal 4: Neighborhoods, Objectives A and D). Industrial land uses also occupy several parcels zoned R-5 where previous county zoning was in effect before annexation to the city in 1960.

Many area industrial users operate indoors or on screened properties. Other operations, however, are outdoors or have unscreened outdoor

uses. Several area industrial users, whether indoor or outdoors, present potential for noise, odor, soil, and/or air pollution. Hazardous industrial operations are considered incompatible with area revitalization. The city works closely with Maricopa County, the Arizona Department of Environmental Quality (ADEQ), and the federal Environmental Protection Agency (EPA) to support environmental standards. Maricopa County regulates smoke, dust, gas, and odor emissions. The city's zoning ordinance regulates light and noise at the property line in measurable standards for industrial zoning districts and has specific standards related to ambient conditions for commercial zoning districts. The subdivision ordinance regulates grading and drainage. The Rio Salado Interim Overlay, approved in December 2001, has been effective in preventing new open land uses (junk, wreckage, and salvage yards and hazardous waste treatment facilities) in the area, in screening new or expanded industrial uses, and in reducing the potential for future environmental degradation. This area plan makes additional recommendations to offset impacts from industrial land uses in this goal as well as in Goal 1: Land Use, Objective C and Goal 4: Neighborhoods, Objectives A and D.



**Figure 34.** Examples of industrial encroachment on neighborhoods in the Beyond the Banks area

## Recommendations:

1. Identify properties where physical buffering such as screening and landscaping, increased distance, and/or indoor use might be appropriate to mitigate impacts, including noise, for present or future residents.
2. Identify industrial properties where transition to more compatible land uses might be appropriate.

### Objective B. Reclaim landfills and sand and gravel mining pits.

One of the greatest opportunities for future development in the Beyond the Banks area is afforded by the proper compaction and filling of sand and gravel mining pits and by the reclamation of former landfills. Preparing for the future reuse of these mining and landfill sites (Figure 35) for new housing, businesses, and recreation also presents one of the greatest challenges facing the Beyond the Banks planning efforts (see Goal 1: Land Use, Objective D).

Sand and gravel mining has occurred along the Salt River and within the riverbed since the river was dammed in the early 20th Century and before the area was annexed to the city and subject to its controls over such land uses. Over the years, extensive extraction of river sand and gravels has taken place to meet the construction demands of the rapidly growing metropolis (see Introduction: Historical Land Uses). At present, there are three companies actively mining three pits. Several other exhausted pits are being filled with compacted inert construction debris. The RSIO requires that filling and compaction of pits comply with standards set forward by the Maricopa Association of Governments (MAG) Standard Specification sections 210 and 211. The goal of this requirement is to ensure stability and enable future development on these sites. Two pits east of 24th Street are idle, and a pit on the north side of the river between 16th and 20th streets has been filled and is available for development. Other filled pits near 24th Street are unstable and not suitable for development at present.





Figure 35. Sand and gravel mining and landfill

Depleted pits left over from sand and gravel operations pose opportunities for unique development projects within and around the remaining pits. In many places around the world, pits have been transformed into a variety of uses that include recreational facilities, commerce parks, mixed-use projects, and residential developments. Converting pits to higher uses contributes to an area's quality of life by providing benefits of community amenities, new land uses, blight removal, constructions jobs, post-development jobs, tax revenues, and by increasing attractiveness for new development projects. The Rio Salado Project provides an additional incentive for enhanced development of former mining pits.

There are several examples of successful pit reclamation and adaptive reuse projects that may prove instructive for Beyond the Banks area redevelopment of its idle pits. One of the best examples is that afforded by the city of Irwindale, California where gravel pits along the San Gabriel River take up 25% of the city's 9.5 square miles. The Counselors of Real Estate in their review of the Beyond the Banks area recommended that Phoenix study Irwindale's Mining and Reclamation Impact Study. Irwindale has recommended reclamation plans for exhausted pits and

implementation of a reclamation fee levy program. Two of the 17 gravel pits have already been filled and adapted to new uses: the Irwindale Speedway and a two-million-square-foot business park. Another pit was sold to the Archdiocese of Los Angeles for use as a church, school, retreat center, and cemetery. The Upper San Gabriel Valley Municipal Water District is interested in buying two or more pits for water storage and recreational uses, such as a fishing lake and greenbelt. Irwindale is considering purchasing some of the pits in order to prioritize pit filling and redevelopment projects, which include plans for an automobile dealership and retail shopping center. A detailed study of Irwindale's reclamation and adaptive reuse plans might provide useful insights for Beyond the Banks area planning.

Other adaptive reuse projects worth investigation include those in Mission Valley, California; Edina, Minnesota; and Waterloo, Ontario. On a local level, a 43-acre sand and gravel pit at 48th Street and Roeser Road was recently filled for land development of the Cotton Center Commerce Park. The pit was filled in only eight months during 1998 using highway construction dirt and at a cost of \$1,200,000. Estimates are that the original assessed value of the idle pit was \$4,000 per acre. After reclamation and development of the commerce park, the assessed value of the property increased to over \$475,000 per acre.



Figure 36. Examples of adaptive re-use projects that reclaim former mining pits





Figure 37. Aerial photos with mining pit (lower right of each photo) and Cotton Center commerce park development 1997-2001. Source: Landiscor Aerials

1997



1999



2001



Five former landfills are located along the river. None of these landfills is active at present, and only two are developable. These two sites are located east of Central Avenue on the south side of the river and between 12th and 14th streets on the north side of the river.

The three nondevelopable (at present) landfills include the former city landfill east of 19th Avenue between the Lower Buckeye Road and Elwood Road alignments. This landfill was listed as a federal Superfund site in 1973 and has since undergone remediation processes. The city is working to have this site delisted, or removed as a Superfund designation, within the near future. Another of these nondevelopable landfills, the Del Rio site south of the river between 9th and 14th streets, is planned for reuse as the Del Rio Golf Course. A development agreement has been reached for the completion of the golf course by Fall, 2005. The third nondevelopable landfill is located west of Central Avenue on the north bank of the river.

### Recommendations:

1. Monitor pit filling to ensure compliance with Rio Salado Interim Overlay compaction requirements (Section 655.F.1 of the zoning ordinance).
2. Identify priorities for pit filling and develop incentives to achieve desired timing.
3. Investigate the effectiveness of a reclamation fee levy for filling pits.
4. Identify acceptable uses for pit/landfill properties that have limitations.
5. Identify range of acceptable uses for 19th Avenue Landfill once it is delisted as a Superfund site.
6. Publicize to landowners and the development community examples of successful redevelopment projects using pits and landfills.

### Objective C. Reduce environmental contamination through brownfield redevelopment.

Brownfields are properties on which the expansion, redevelopment, or reuse of land may be complicated by the presence, or potential presence, of a hazardous substance. Brownfields could be abandoned gas stations, car repair shops, landfills, former manufacturing facilities, or dry cleaners. Brownfield properties are a potential resource for the city because their redevelopment contributes to community revitalization by cleaning up the environment, reducing public health risks, creating jobs, bringing services to the community, and generating tax revenues.

Brownfields found throughout the Beyond the Banks area, particularly along the banks of the Salt River, have also resulted from large-scale sand and gravel mining, waste disposal activities, and industrial uses. Potentially environmentally harmful businesses, including scrap metal yards, welding shops, automobile junk and storage yards, and trucking facilities, were attracted to relatively inexpensive yet accessible industrially-zoned A-1 and A-2 sites in the area. In addition, there are numerous old waste disposal areas along or within the Salt River. These landfills resulted from the practice of filling in mined-out sand and gravel pits with municipal, industrial, and construction debris waste materials.

The city established the Brownfields Land Recycling Program in 1998 to encourage the restoration of these environmentally impaired properties. The goal of the program is to provide incentives and reduce obstacles, wherever possible, that stimulate the private sector to invest in the redevelopment of brownfields. Within the Beyond the Banks area, the Brownfields program assisted Ace Asphalt, Inc. with construction of its 30,000 sq.-ft. corporate headquarters on a former landfill/auto salvage yard site at the southwest corner of 7th Street and the river (Figure 38). The company purchased the 34-acre property that had been overlooked for development because of environmental contamination. The Brownfields program provided Ace Asphalt with a grant for public infrastructure improvements that were much needed on the site.



**Figure 38.**  
Ace Asphalt, Inc. before as a brownfield site and after with new corporate offices





Properties where soil has been contaminated by leaking underground gas storage tanks (LUSTs) or toxic waste from industrial operations are located throughout the Beyond the Banks area. Of 52 identified LUST sites, ten cases remain open indicating that the extent of contamination is not yet defined or that cleanup is being performed.

For additional information on the Brownfield Land Recycling Program, please contact the city's Office of Environmental programs at 602-256-3452.

### Recommendations:

1. Publicize to landowners and the development community examples of successful redevelopment projects using brownfield sites.
2. Seek additional bond funds to encourage private investment in the redevelopment of brownfields.
3. Work with regulatory agencies to encourage aggressive enforcement of environmental standards.

### Objective D. Decrease crime and perception of crime through police coordination, community involvement, better design, and improved area opportunities.

Safety and crime issues are of concern to residents and affect the stability of neighborhoods and quality of life in the community. In the year 2002, the Beyond the Banks area exceeded the citywide averages for all categories of crime. Violent crimes occurred at a rate double the city average. Likewise, property crimes, domestic violence crimes, and drug and gang-related crimes exceeded city averages. Juvenile crime rates have fallen since 2000, but continue to show higher rates, especially for auto theft, than those posted citywide. Calls for police service were also greater in the Beyond the Banks area than in the city as a whole (for detailed crime statistics, see Appendix: Crime information).

The Police Department has various crime prevention programs in area schools that educate children against crime and drug use. A new police substation is planned for the "Four Corners" Community Building at 24th Street and Broadway Road. Community Action Officers and Neighborhood Enforcement Teams work with neighborhoods to build community partnerships and provide crime prevention education. Various neighborhood associations, Block Watch groups, and civic organizations are active within the Beyond the Banks area and work with police to reduce crime. Such organizations present a stabilizing influence and may provide valuable resources and partnerships in revitalization efforts.

Police and residents of the community indicate that more facilities and activities for youth are important to deter juvenile crime in the area. Area residents and stakeholders have requested new ball fields, a skateboard/BMX bicycle (moto-cross) park, a fishing lake, swimming pool, movie theaters, a new branch library, new retail outlets, and after-school, weekend, vacation, and outdoor educational programs for youth that emphasize fun and academic achievement.

New development projects should be designed to limit the physical opportunities for criminal activity. Concepts of "defensible space" and Crime Prevention Through Environmental Design (CPTED) improve natural surveillance with appropriate lighting, visibility, and "eyes on the street," thereby improving neighborhood safety and deterring crime. Where there is a visible link between residents and users and the street or when residents have an ownership attitude toward public space, it is theirs to control and monitor.



Figure 39. Sketch of use of public space showing CPTED concepts

CPTED promotes the concept that proper design and effective use of the built and/or created environment can lead to a reduction in the incidence and fear of crime and enhance quality of life for residents and users. These objectives are supported by five overlapping principles that are applied to specific sites and situations within the built environment:

- Territoriality: Delineation of private space from semi-private and public space
- Natural Surveillance: Opportunities for observation of users of space



- ⑥ Access Control: Restriction of access to unauthorized persons
- ⑥ Activity Support: Planned activities in the space
- ⑥ Maintenance: Upkeep of landscaping, lighting, and other features

A safety audit evaluating the use of CPTED principles and practices was carried out by city staff in 1996 for the Cesar Chavez neighborhood. A report of findings and recommendations for improving safety was provided to the neighborhood at that time.

#### Recommendations:

1. Work with residents to identify areas that need additional streetlighting and establish guidelines for adequate illumination.
2. Encourage active Block Watch neighborhoods in order to maintain neighborhood public safety involvement.
3. Promote the use of Crime Prevention Through Environmental Design (CPTED) guidelines in all new developments and conduct safety audits of select sites in the area.
4. Work with appropriate city departments; public, charter, and private schools; non-profit organizations; and the private development community to increase youth-related recreational facilities and activities.
5. Increase police patrols in the area to provide protection and a sense of security for residents, users, and businesses.
6. Provide police and park ranger patrols along the Rio Salado scenic drive as it is built to provide protection and sense of security for adjacent development and Rio Salado trail users.

### III. Summary: Plan Goals, Objectives, and Recommendations

**Goal 1: Land Use - Rio Salado Beyond the Banks provides a diversity of infill housing and better balance of land uses.**

**A. Adopt a comprehensive plan, including text and map, that recognizes the economic role of the Beyond the Banks area in the larger region.**

#### Recommendation:

1. Adopt the Rio Salado Beyond the Banks Area Plan and amend the General Plan.

**B. Coordinate land uses with the Phoenix General Plan and other adopted plans and studies in effect in the Beyond the Banks area.**

#### Recommendations:

1. Implement the master plans for two major neighborhood commercial locations in existing redevelopment areas to provide better retail services to residents within and near the redevelopment areas:
  - ⑥ South Mountain Village core at Central Avenue and Broadway Road, partially in Target Area B Redevelopment Area
  - ⑥ Four Corners at 24th Street and Broadway Road, in South Phoenix Village Redevelopment Area and Target Area B

**C. Phase out incompatible land uses and identify locations for screening.**

#### Recommendations:

1. Pursue enabling legislation that would allow the amortization, or gradual elimination, of nonconforming land uses.
2. Pursue high-priority sites for acquisition, investment, and redevelopment.
3. Develop funding sources and strategies to screen long-term nonconforming uses in highly visible locations such as along major streets and the Rio Salado Scenic Drive and adjacent to the four priority areas.

**D. Reclaim sand and gravel pits and brownfield sites for new development.**

#### Recommendations:

1. Work with private sector to backfill sand and gravel pits.
2. Target specific area(s) for accelerated pit backfilling south of the Rio Salado to achieve new land uses adjacent to the river.
3. Make use of city's Brownfields Program to reclaim brownfields, particularly in areas recommended for non-industrial redevelopment south of the river.

**E. Enhance area property values through prioritized investment in redevelopment activities, additional technical support, and targeted zoning enforcement.**

## Recommendations:

1. Target four areas for mixed-use development, two of which are already redevelopment areas:
    - ⑥ Central Avenue and Rio Salado Gateway area (potential redevelopment area)
    - ⑥ 7th Street to 16th Street area adjacent to the Del Rio Golf Course (potential redevelopment area)
    - ⑥ Central Avenue and Broadway Road South Mountain Village core (existing redevelopment area - see Objective B)
    - ⑥ 24th Street and Broadway Road Four Corners Project area (existing redevelopment area - see Objective B)
  2. Promote new private-sector development by providing technical assistance, financial incentives, and public improvements as needed.
  3. Create a redevelopment area adjacent to the Del Rio Golf Course after project funding is secured to assist with land assembly, blight elimination, and redevelopment.
  4. Consider creation of redevelopment area at the Central Avenue/Rio Salado Gateway.
  5. Support pro-active code enforcement in redevelopment areas.
- F. Support quality infill development that is consistent with adopted plans and City Code.**

## Recommendations:

1. Utilize city infill incentive tools, policies, and programs.
2. Establish design guidelines.
3. Amend the Rio Salado Interim Overlay to require compliance with single-family residential guidelines for all new single-family housing.
4. Utilize new zoning tools, if adopted, as part of the Urban Infill Incentive Program.
5. Explore land banking opportunities to support desired land uses.
6. Create additional public and/or private redevelopment areas beyond the four targeted areas as necessary to support infill development.

## G. Adopt ordinances to implement the Beyond the Banks Area Plan.

### Recommendations:

1. Update Rio Salado Interim Overlay and adopt revisions as necessary to achieve plan objectives.
2. Consider new zoning districts to replace the Rio Salado Interim Overlay.

## *Goal 2: Community Recreation - Rio Salado Beyond the Banks interfaces with the Rio Salado Habitat Restoration Project, links with South Mountain Park, and creates places for community recreation and environmental education.*

### **A. Provide safe and accessible bikeways, hiking trails, and equestrian paths that connect the Rio Salado, South Mountain Park, public spaces, and neighborhoods.**

#### Recommendations:

1. Show trails on Rio Salado Beyond the Banks Area Plan.
2. Require developers to install proposed trails and adjacent landscaped areas along designated alignments per city Trail Standards.
3. Seek funding to construct trails in areas where gaps in the trail system exist.
4. Establish 7th Street, 24th Street, 32nd Street, and the North Branch of the San Francisco Canal as high-priority corridors for trail construction.

### **B. Create attractive spaces for public enjoyment that extend and enhance the natural setting provided by the Rio Salado Habitat Restoration Project.**

#### Recommendations:

1. Complete the Audubon Nature Center and integrate with Central Avenue/Rio Salado Gateway, trails, and Rio Salado Scenic Drive.
2. Publicize Rio Salado/Audubon Nature Center with signage, maps, and promotional material.
3. Ensure compatibility of land uses adjacent to Audubon Nature Center and other public gathering areas.

4. Obtain funding to complete the remaining three Gateway plazas at Central Avenue.

**C. Locate new public parks north of Broadway Road to serve area present and future residents.**

*Recommendations:*

1. Pursue acquisition and development of two new neighborhood park sites east of 7th Street.
2. Monitor need for additional parks west of 7th Street.
3. Locate new parks near new schools.
4. Connect existing and future parks to trails and local streets to improve resident access.

**D. Utilize the North Branch San Francisco Canal as a linear recreation, non-motorized transportation corridor.**

*Recommendations:*

1. Obtain license agreement with SRP to use the North Branch San Francisco Canal as a trail/linear recreation path.
2. Add the North Branch San Francisco Canal Trail to the trails plan.
3. Seek funding for canal bank improvements, landscaping, and clean up.
4. Encourage adjacent new development to orient toward the canal and landscape its banks.
5. Install signs that describe canal history, encourage use, and provide directions.
6. Investigate historic designation for the canal on city and national registers.

**E. Support a golf course and adjacent complementary land uses at the Del Rio site.**

*Recommendations:*

1. Support compatible land uses such as housing, hotel/time share, retail, and office around the golf course, and use incentives as necessary.

2. Pursue creation of a redevelopment area to facilitate supportive land uses around the golf course once it is underway.

**Goal 3: Economic Development - Rio Salado Beyond the Banks presents opportunities for economic development and area investment.**

**A. Identify sites for potential new commercial development opportunities and expand shopping and services within or adjacent to the Beyond the Banks area.**

*Recommendations:*

1. Promote private-sector investment in commercial development in three targeted areas, three smaller support locations, and South Central Avenue between the river and Broadway Road.
2. Promote opportunities to develop high-quality office and commerce park projects in accord with the land use plan.
3. Encourage housing development near existing and new commercial locations.
4. Encourage pedestrian-oriented development in targeted and supporting commercial areas.
5. Utilize pedestrian-oriented development design principles for South Central Avenue new development and streetscape improvements between the river and Broadway Road.
6. Pursue eligibility of South Central Avenue between the river and Broadway Road for inclusion in the Neighborhood Commercial Rehabilitation Program (formerly Storefront Improvement Program), which provides matching funds for commercial structure rehabilitation and landscaping.

**B. Create a range of jobs to increase resident employment and stimulate area employment opportunities.**

*Recommendation:*

1. Encourage new development and businesses that are labor rather than land intensive and that offer career advancement opportunities.

**C. Explore job-training programs.**



## Recommendation:

1. Publicize job training/workforce development programs to area residents and employers.

### **D. Use economic incentives to support local businesses and better integrate the area with citywide economic development goals.**

## Recommendations:

1. Target New Markets Tax Credit Program allocations for existing and future area businesses by identifying existing companies wishing to expand and new businesses needed to serve the area as it develops.
2. Consider inviting Initiative for a Competitive Inner City (ICIC) to analyze strengths and weaknesses of local area economic base and to recommend strategies for the area's role in the regional economy by building on existing and potential strengths.
3. Interview existing businesses to identify job training, marketing, and /or expansion help needed.
4. Inform local businesses about city economic development programs and other available city resources.
5. Create and continuously update a marketing program to promote the area to commercial and residential developers and major employers.

## **Goal 4: Neighborhoods - Rio Salado Beyond the Banks encourages and protects healthy neighborhoods.**

### **A. Work with residents and businesses to promote compatible land uses and blight-free neighborhoods.**

## Recommendations:

1. Consider enhanced code enforcement strategies for the Beyond the Banks area.
2. Work with area neighborhood and homeowners associations to identify specific concerns related to traffic, truck cut-through, noise, lighting, dust, odors, glare, and other impacts of nearby businesses and to facilitate meetings with business owners to discuss these problems.
3. Determine if traffic-calming measures are needed along local streets to discourage cut-through and heavy truck traffic.

### **B. Encourage home improvement.**

## Recommendations:

1. Publicize city programs that provide grants, loans, technical assistance, and equipment use for home improvement.
2. Work with active neighborhood associations to provide enforcement education and assistance.
3. Work with area neighborhood, civic, and institutional organizations to sponsor regular cleanup days.

### **C. Provide a range of housing types, costs, and densities.**

## Recommendations:

1. Encourage development of new housing for sale and rent for families, seniors, singles, unrelated individuals, first-time buyers, and “empty nesters” that range in price from affordable to high end and in configurations that include single-family detached and attached, townhomes, condos, and apartments.
2. Monitor new housing construction to achieve desired residential mix and take action to promote under-represented housing types and/or prices.
3. Select several targeted locations to specifically promote housing development if private market needs incentives.
4. Continue to work with Roosevelt School District in planning for new area schools.

### **D. Support transition of neighborhoods north of the Rio Salado surrounded by industrial uses and impacted by airport noise by providing housing opportunities south of the Rio Salado and other places.**

## Recommendations:

1. Coordinate with Aviation Department's Community Noise Reduction Program voluntary acquisition and relocation assistance and help eligible relocatees who want to live south of the river and remain in the Beyond the Banks area.

2. Require residential development between Rio Salado and Broadway Road east of 18th Street to record disclosure of potential for overflight activities from Phoenix Sky Harbor International Airport on real estate transactions as part of rezoning stipulations and/or city financial assistance.

**E. Promote an appreciation for area history and culture.**

*Recommendations:*

1. Identify sites designated or eligible for historic designation.
2. Identify places, names, and events tied to the area's history and culture that could be incorporated into the design and use of new public facilities.

**Goal 5: Accessibility - Rio Salado Beyond the Banks offers convenient access to a wide range of nearby urban amenities.**

**A. Provide the Rio Salado Scenic Drive on most of north and south river banks to access the Rio Salado Habitat Restoration Project and riverside developments and to take advantage of Rio Salado, city, and mountain panoramas.**

*Recommendations:*

1. Amend Street Classification and General Plan maps to show location of Rio Salado scenic drive on both sides of the river.
2. Require new development to orient toward the Rio Salado scenic drive through amendment of the Rio Salado Interim Overlay District.
3. Seek funding for undeveloped portions of the Rio Salado scenic drive in the next bond program.

**B. Connect areas of the city by public transit to the Rio Salado Habitat Restoration Project, through the Beyond the Banks area, and to the South Mountain Environmental Education Center.**

*Recommendations:*

1. Support future extension of light rail along the South Central Avenue corridor to Baseline Road.
2. Add a future stop on RAPID at Central Avenue and the south side of the river to access the Audubon Nature Center and gateway development.

3. Add future local bus transit stops at Rio Salado amenities and provide connections to South Mountain Environmental Education Center.

**C. Provide a regionally funded Rio Salado Parkway connecting the 202 Freeway to Downtown via 19th Avenue, 7th Avenue, Central Avenue, and 7th Street.**

*Recommendation:*

1. Show two possible alignment options (subject to detailed study) for the proposed Rio Salado Parkway on the Rio Salado Beyond the Banks Area Plan and, if regional funding is approved, place on General Plan map once alignment is selected.

**D. Retrofit major north/south streets between I-17/I-10 and Broadway Road to enhance street lighting, landscaping, drainage, and sidewalks as needed.**

*Recommendation:*

1. Seek bond or other funding for major street retrofit and screening programs.

**E. Upgrade local and collector streets to modern standards.**

*Recommendations:*

1. Seek funding from the Street Modernization Program to install curb, gutter, and sidewalk on all streets not improved to full standards.
2. Develop priorities for street improvements.

**Goal 6: Safety - Rio Salado Beyond the Banks ensures an environment that is safe from crime and industrial hazards.**

**A. Protect residents from hazardous industrial operations.**

*Recommendations:*

1. Identify properties where physical buffering such as screening and landscaping, increased distance, and/or indoor use might be appropriate to mitigate impacts, including noise, for present or future residents.
2. Identify industrial properties where transition to more compatible land uses might be appropriate.

3. Enforce provisions of Rio Salado Interim Overlay District to prohibit location of new hazardous uses.

#### **B. Reclaim landfills and sand/gravel mining pits.**

##### *Recommendations:*

1. Monitor pit filling to ensure compliance with Rio Salado Interim Overlay compaction requirements (Section 655.F.)
2. Identify priorities for pit filling and develop incentives to achieve desired timing.
3. Investigate the effectiveness of a reclamation fee levy for filling pits.
4. Identify acceptable uses for pit/landfill properties that have limitations.
5. Identify range of acceptable uses for the 19th Avenue Landfill once it is delisted as a Superfund site.
6. Publicize to landowners and the development community examples of successful redevelopment projects using pits and landfills.

#### **C. Reduce environmental contamination through brownfield redevelopment.**

##### *Recommendations:*

1. Publicize to landowners and the development community examples of successful redevelopment projects using brownfield sites.
2. Seek additional bond funds to encourage private investment in the redevelopment of brownfields.

#### **D. Decrease crime and perception of crime through better design and police coordination.**

##### *Recommendations:*

1. Identify areas that need additional streetlighting and establish guidelines for adequate illumination.
2. Encourage active Block Watch neighborhoods in order to maintain neighborhood public safety involvement.
3. Promote the use of Crime Prevention Through Environmental Design (CPTED) guidelines in all new developments and conduct safety audits of select sites.

4. Work with appropriate city departments; public, charter, and private schools; non-profit organizations; and the private development community to increase youth-related recreational facilities and activities.

5. Increase police patrols in the area to provide protection and a sense of security for residents, users, and businesses.

6. Provide police and park ranger patrols along the Rio Salado scenic drive as it is built to provide protection and sense of security for adjacent development and Rio Salado trail users.

## *IV. Five-Year Action Plan Priorities*

1. ***Rio Salado Beyond the Banks Area Plan Adoption:*** Adopt the Rio Salado Beyond the Banks Area Plan and amend the General Plan.

2. ***Rio Salado Interim Overlay District:*** Monitor compliance and update the Rio Salado Interim Overlay District or initiate new zoning districts to include design guidelines for the area.

3. ***Pit Filling:*** Target areas for prioritized pit filling and monitor pit filling to ensure soil stability for future development.

4. ***Four Mixed Use Areas:*** Target four identified areas for mixed use development:

- ⑥ Central Avenue and Rio Salado Gateway
- ⑥ Area adjacent to Del Rio Golf Course
- ⑥ Central Avenue and Broadway Road/South Mountain Village Core
- ⑥ Four Corners area at 24th Street and Broadway Road

5. ***Housing Mix:*** Ensure a mix of housing types and prices for sale and rent.

6. ***High-priority sites:*** Pursue high-priority sites for acquisition, investment, and redevelopment to achieve action plan priorities.

7. ***Screening of Non-Conforming Land Uses:*** Develop screening and funding strategies to deal with non-conforming land uses.



8. **Stronger Code Enforcement:** Establish stronger code enforcement strategies for Beyond the Banks area with particular emphasis on:
  - ⑥ Inoperable vehicles
  - ⑥ Junk, litter, and debris
  - ⑥ Open and vacant buildings and structures
  - ⑥ Outside storage
9. **Audubon Nature Center:** Complete the Audubon Nature Center and integrate with complementary adjacent land uses.
10. **Rio Salado Scenic Drives:** Construct the Rio Salado scenic drives on the north and south banks of the Rio Salado and require new development to orient toward them.
11. **Three Gateway Plazas:** Complete three additional Gateway plazas at Central Avenue and the the Rio Salado.
12. **Neighborhood Parks:** Build two new neighborhood parks south of the river and east of 7th Street.
13. **North Branch San Francisco Canal Trails:** Construct north/south trails on 7th, 24th, and 32nd streets and along the North Branch San Francisco Canal.
14. **SRP License for North Branch San Francisco Canal:** Obtain license agreement with SRP for the North Branch San Francisco Canal and develop trail design.
15. **South Central Avenue Streetscape:** Make pedestrian and streetscape improvements to South Central Avenue.
16. **Arterial Street Retrofit:** Retrofit major north/south arterial streets for landscape enhancements.
17. **Brownfields Program Funding:** Secure additional bond funds for the Brownfields Program to encourage investment in the redevelopment of brownfields.
18. **Police Patrols:** Increase police patrols in neighborhoods and along the Rio Salado scenic drives to provide increased protection and a sense of security.
19. **Youth recreation:** Work to increase youth-related recreational facilities and activities.
20. **Marketing Program:** Expand the marketing program to attract businesses, jobs, and residents to the Beyond the Banks area.

# Appendix

- ⌘ Economic Analysis
- ⌘ Infrastructure
- ⌘ Public / Quasi-Public Facilities
- ⌘ Demographics and Housing

# Appendix

## I. Economic Analysis

In the Beyond the Bank planning area, the majority of the residential population is located south of the Rio Salado in the South Mountain Village (Figure 1. Population). The area north of the Rio Salado is in the Central City Village and is dominated by industrial land uses (Figure 2. Villages Map). The Beyond the Banks area's land use distinctions, patterns of economic activity, and the character influences from the two villages give an indication of the scope and diversity found within the planning area. This section addresses market demographics and economic conditions within the Beyond the Banks area as a whole and by village where information is available. Comparisons also are made to the city as a whole to provide a broader context for assessing the area's economic position. Information in this section is drawn from U.S. Census Summary File 3, Profile of General Demographic Characteristics, 2000 unless otherwise noted.

**Figure 1: Population**

	1980	1990	2000
Metro Phoenix	1,509,175	2,122,101	3,072,149
South Mountain Village	72,266	72,781	92,000
Central City Village	65,865	59,242	66,204
Beyond the Banks Total	8,157	6,879	7,765

Source: U.S. Census 1980, 1990, 2000

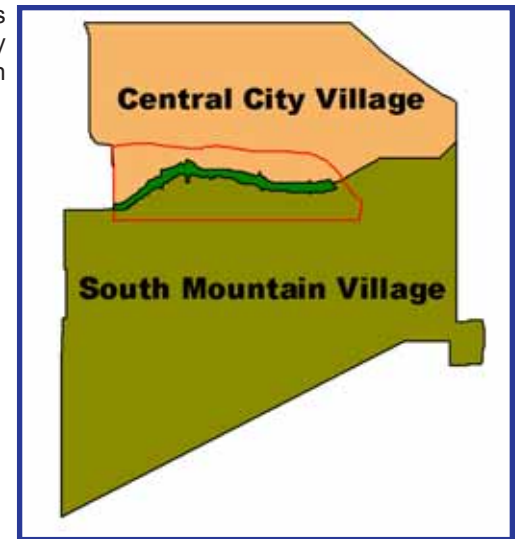
According to the 2000 U.S. Census, 84% (6,499) of the Beyond the Banks total population of 7,765 lives south of the river, and 16% (1,214) resides north of the river. South Mountain Village has a population of approximately 92,000 of which 7% resides in the Beyond the Banks area south of the river. Central City Village has a population of approximately 65,000 with only 2% of its population located in the Beyond the Banks area north of the river.

### A. Employment

Within the Beyond the Banks population, 51% is between the ages of 18 and 54 years, the traditional working segment of the population. This percentage compares to 56% within the city as a whole.

The workforce in the Beyond the Banks area exhibits a lower educational attainment rate than that observed citywide. The percentage of the

**Figure 2.** Beyond the Banks location relative to Central City Village and South Mountain Village



population over the age of 25 that has completed high school is 36% compared to 70% citywide. Only 3% of Beyond the Banks residents over the age of 25 have attained a Bachelor's degree or higher, compared to 23% citywide.

Average household income in 1999 in the Beyond the Banks area was \$30,116 per year compared to \$55,408 per year citywide. The unemployment rate for the Beyond the Banks area was above that of the city with a rate of 17.8% versus 3%, respectively, in 2000.

The structure of the labor force indicates that the Beyond the Banks area has a higher percent of the population engaged in manufacturing industries than does either the South Mountain Village or the city as a whole as shown in Figure 3.

**Figure 3: Employees by Primary Industry Cluster, 2000**

	Metro Phoenix	South Mountain	Beyond the Banks
Retail	13%	5%	5%
Construction	7%	13%	13%
Manufacturing	13%	20%	25%
Wholesale	5%	12%	11%

Source: Draft 2000 Employer Database, Maricopa Assn. of Governments, March 2002



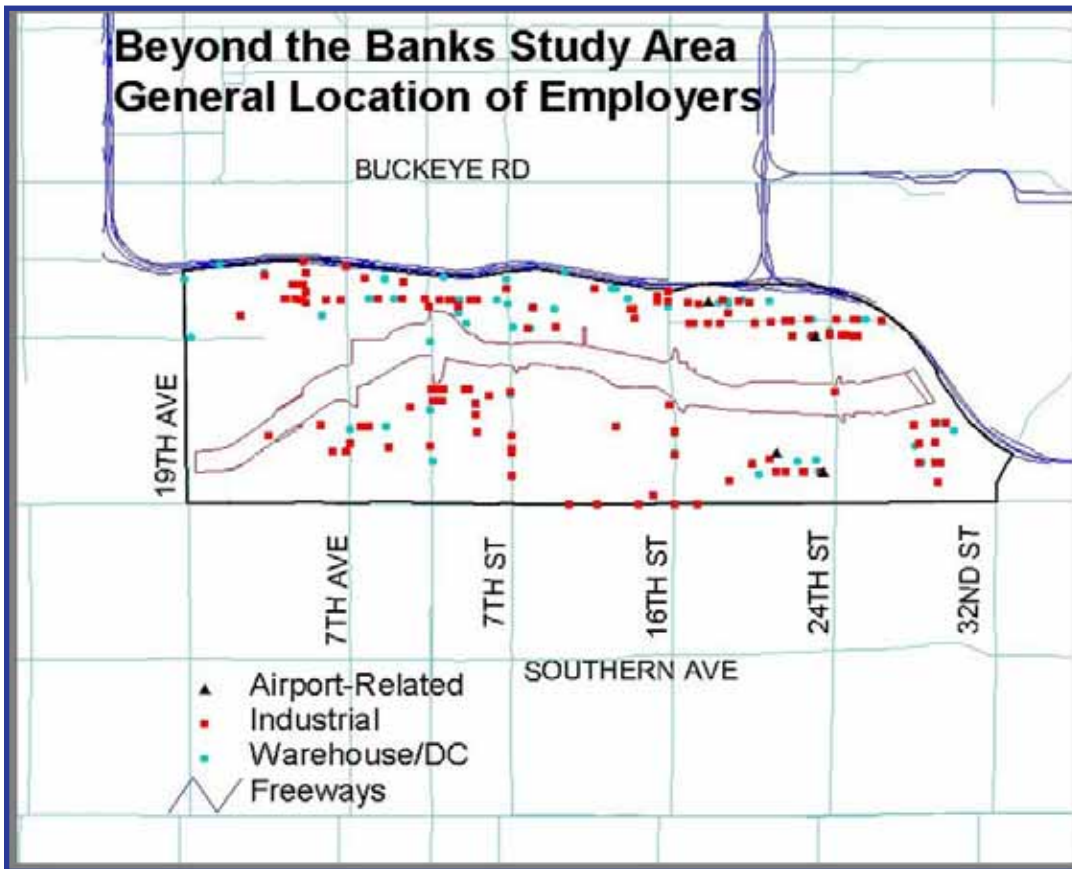
**Figure 4: Employers by Primary Industry Cluster, 2000**

	Metro Phoenix	South Mountain	Beyond the Banks
Retail	22%	11%	9%
Construction	9%	11%	12%
Manufacturing	9%	20%	28%
Wholesale	8%	19%	19%

Source: Draft 2000 Employer Database, Maricopa Assn. of Governments, March 2002

The Beyond the Banks employment profile indicates that in 2000 there were 471 firms with 19,000 employees. Of these firms, almost half, or 47%, were engaged in manufacturing and wholesale industries as detailed in Figure 4. This percentage is almost three times higher than in the city as a whole and significantly higher than in the South Mountain Village overall.

**Figure 5: General Location of Employers**



The general location of employers as indicated in Figure 5 is predominantly concentrated north of the Rio Salado. Sixty percent of employers are located in that section of Beyond the Banks. The remaining forty percent of employers are south of the river.

### B. Retail Structure

Retail activity in the Beyond the Banks area is limited to two concentrations, along Central Avenue south of the Rio Salado and along Broadway Road. There is a single neighborhood center and no community or regional centers in the area. There are, however, many neighborhood centers south of Broadway Road. Table 6 shows the retail structure of the Beyond the Banks area compared to the South Mountain Village and metro Phoenix. Of the area's largest retailers, 40% sell motor vehicles and parts - both new and used (including salvage yards). Other retail activities, as shown in Figure 7, include building and garden retailers (27%) and food and beverage retailers (17%).

**Figure 6: Comparative Retail Structure**

Classification	Metro Phoenix	South Mountain	Beyond the Banks
Regional	2%	0%	0%
Community	19%	0%	0%
Neighborhood	50%	92%	100%
Strip/Specialty	29%	8%	0%
Total Sq. Feet	93 Million	2 Million	31,000

Source: Arizona Real Estate Center, Phoenix Metro Commercial Reports, Retail: Fourth Quarter 2001

**Figure 7: Beyond the Banks Primary Retail 2000**

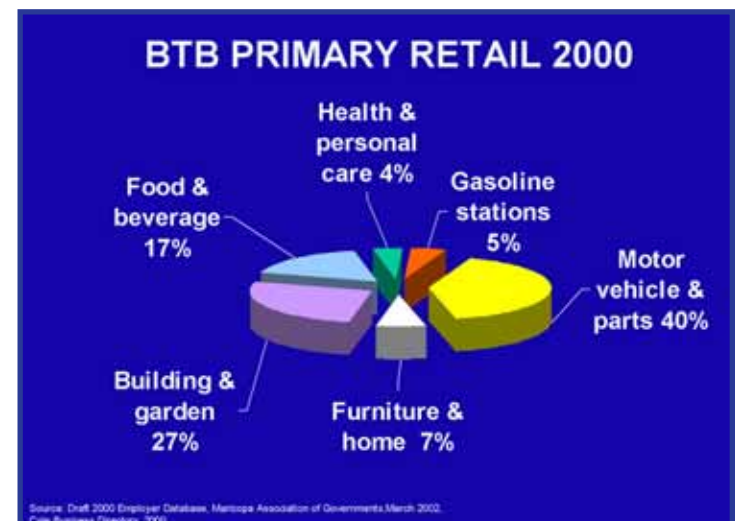
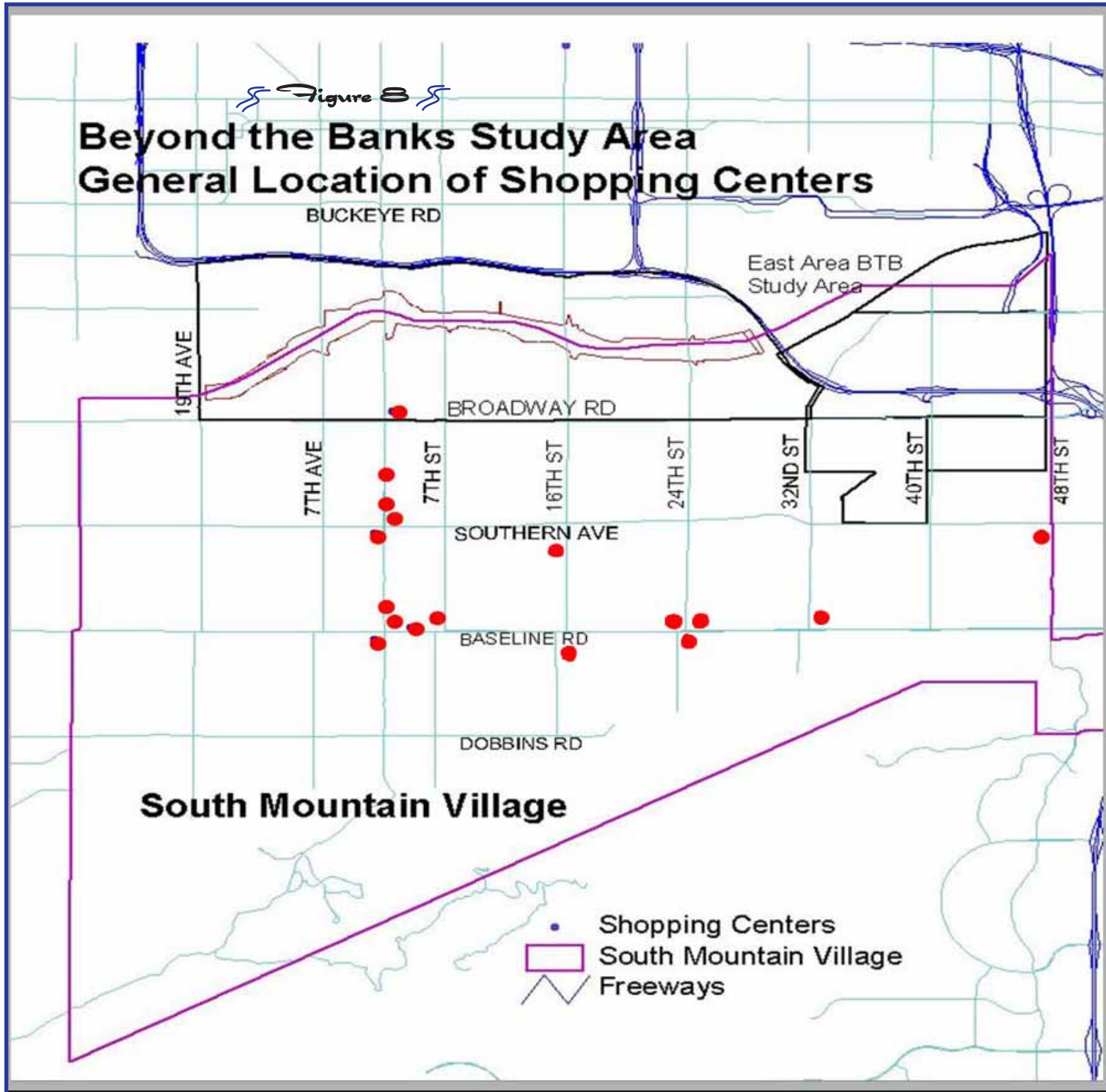


Figure 3  
**Beyond the Banks Study Area  
General Location of Shopping Centers**

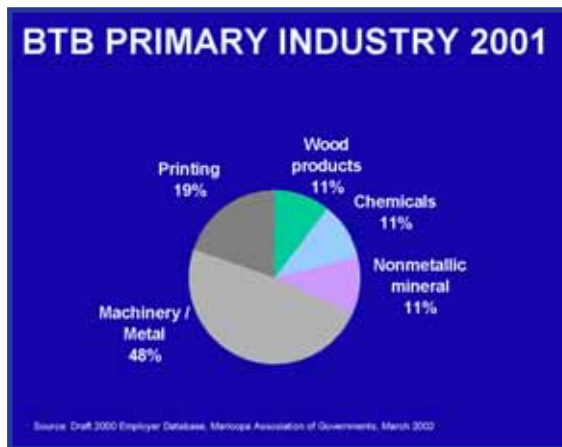


Presently, the community is underserved by retailers that provide day-to-day necessities. In the Phoenix metropolitan area as a whole each resident is served on the average by 31 square feet of retail space. By contrast, the retail per person square footage in South Mountain Village is eight square feet. As a result of the lack of area stores, residents are forced to shop outside of the Beyond the Banks area (Figure 8. General Location of Shopping Centers). Local community involvement is decreased and the area is deprived of the economic and social benefits that accompany thriving retail centers.

### C. Industrial Market

The majority of Beyond the Banks area industrial jobs, (Figure 9), are in machinery and metal manufacturing (48%), followed by printing (19%), chemicals (11%), and non-metallic mineral (11%).

Figure 9: Beyond the Banks Primary Industry, 2001



### D. Competitive Position

Commercial development has been slow to take hold in the Beyond the Banks area due to competitive disadvantages associated with its low population, relatively low average household income, low educational attainment rates, open land uses, and concerns about security, neighborhood blight, brownfields, large areas of mining pits, and landfills.

The Beyond the Banks area's competitive advantages, however, are numerous. It offers a central city location that provides convenient access to services and amenities of downtown Phoenix, eight city employment centers, a metropolitan area workforce, and Arizona State University's Main and Downtown campuses and bioscience facilities. Beyond the Banks lies adjacent to Phoenix Sky Harbor International Airport, providing superior access to air cargo and transportation services. Two freeways, I-17 and I-10, also serve the area. Recreational opportunities abound through the Rio Salado Project (scheduled for completion in 2005), South

Mountain Park, and bicycle and trail systems. Further, industrially zoned A-1 and A-2 land is available with no impact fee costs. The growth in residential development south of Broadway is improving shopping opportunities and adding more amenities, also. For additional information on market conditions, see the Counselors of Real Estate independent market analysis, Area Description, and Area Context in the first section of this Plan.

## II. Infrastructure

### A. Streets

Phoenix adopted the "Street Classification System" in July 1992. This system applies a functional classification to streets to provide general transportation planning guidelines. Functional classifications include freeways/expressways, major arterials, arterials, collectors, minor collectors, and local streets.

The primary streets in the study area have freeway/expressway, major arterial, and arterial designations (Figure 11). The major arterial classification applies to streets providing for long distance traffic movement within and between Phoenix and other cities with limited service to abutting land. In the study area, 19th Avenue and 7th Street are classified as major arterial streets. Arterial streets are those providing moderately long distance traffic movement and service to abutting land. Arterial streets in the study area include Broadway Road, 7th Avenue, Central Avenue, and 16th, 24th, and 32nd streets.

A general estimate of roadway capacity is found by assigning a maximum volume of 6,000 to 8,000 vehicles per day for each lane of traffic. The estimated capacity for a four-lane roadway is 24,000 to 32,000 vehicles per day. Figure 10 shows the average daily traffic for key roads in the Beyond the Banks area in 1998 and projected for 2020 (based on the General Plan).

The Phoenix Street Classification Map does not presently show any plans for significant improvements that will increase the capacity and/or the number of lanes of roads in the Beyond the Banks area. The average daily traffic (ADT) volume for primary roadways in the Beyond the Banks area was under capacity in 1998. Maricopa Association of Government ADT projections estimate sections of 19th Avenue, 16th Street, and Broadway Road will be over capacity in 2020.



For information on future planned streets in the Beyond the Banks area, including the Rio Salado scenic drives and the possible Rio Salado Parkway, see Goal 5: Accessibility.

Figure 10. Traffic Information and Primary Roadways		
	1998 ADT	2020 ADT
<b>19th Avenue</b>		
N. of Broadway	19,400	19,800
S. of I-17	19,400	37,300*
<b>7th Avenue</b>		
N. of Broadway	20,400	19,700
S. of I-17	20,400	29,200
<b>Central Avenue</b>		
N. of Broadway	24,400	24,700
S. of I-17	24,200	27,900
<b>7th Street</b>		
N. of Broadway	21,200	22,000
S. of I-17	22,300	26,200
<b>16th Street</b>		
N. of Broadway	22,800	23,600
S. of I-17	23,200	33,700*
<b>24th Street</b>		
N. of Broadway	22,100	24,400
S. of I-10	25,500	29,500
<b>Broadway Road</b>		
19th Ave to 7th Ave	16,600	35,700*
16th St to 24th St	20,000	41,900*
24th St to 32nd St	19,000	49,200*
*Roadway exceeds estimated ADT traffic capacity. **All roadways listed have an estimated ADT capacity of 24,000 to 32,000 vehicles per day.		
Sources: 1999 City of Phoenix Average Traffic Volume Maps; Maricopa Association of Governments 2020 Traffic Projection Maps, 2001		

### B. Water Distribution System

Existing development in the Beyond the Banks area is served by water transmission mains in three locations: a 20-inch main in 19th Avenue, a

24-inch main in Broadway Road, and a 36-inch main in 16th Street. The Phoenix Water Services Department's 50-Year Water Master Plan indicates major water transmission projects for the area. The interior portion of the area is primarily a disconnected distribution piping system of 2-inch, 6-inch, 8-inch, and 12-inch mains with the Rio Salado being the major barrier for connectivity (Figure 12). In general, the present system is inadequate to meet fire flows and reliability standards set by the Water Services Department. As new development has occurred in the area, the Water Services Department has worked with the Development Services Department to require upgrades in the water system with new development. With approval of the Rio Salado Beyond the Banks Area Plan, future water services needs for the area will be addressed.

### C. Sanitary Sewer System

The wastewater collection system that serves the Beyond the Banks area is Basin "O," which extends from University Drive to Southern Avenue and from 51st Avenue to 48th Street (Figure 13). The collection system consists of gravity sewer pipes and a single lift station/force main. The collection system pipelines, in general, collect wastewater flow from the south and east and channel the flow to the west toward Basin "C," which then conveys these flows to the 91st Avenue Wastewater Treatment Plant.

A System Improvement Plan, prepared in 1998, proposes major relief pipelines that will be required for the development of the Broadway Interceptor Area. The plan identifies the need for construction of approximately 53,638 feet of new pipeline (10.1 miles) at a cost to the city of almost \$30 million in 1998 dollars. The pipelines will be 36" and 42" in diameter and will be constructed by 2010. From 2010 until the area is "built out," there will be a need for the construction of approximately 23,702 feet (4.5 miles) of pipeline at a cost of \$5 million. These pipelines will range in size from 8" to 30".

### D. Flood Control

Portions of the Beyond the Banks planning area near the Rio Salado lie within the 100-year and 500-year floodplain, as defined by the Federal Emergency Management Agency (FEMA). A 100-year flood, by definition, is one that meets or exceeds the greatest flow experienced during the previous 100 years.

The City has received complaints of flooding problems in the planning area at the following locations:

- ⑥ Gibson Lane and 5th Avenue
- ⑥ Gibson Lane from 3rd Avenue to 3rd Drive
- ⑥ 14th Street and Hammond Lane
- ⑥ 20th Street and University
- ⑥ 25th Street and Jones Street

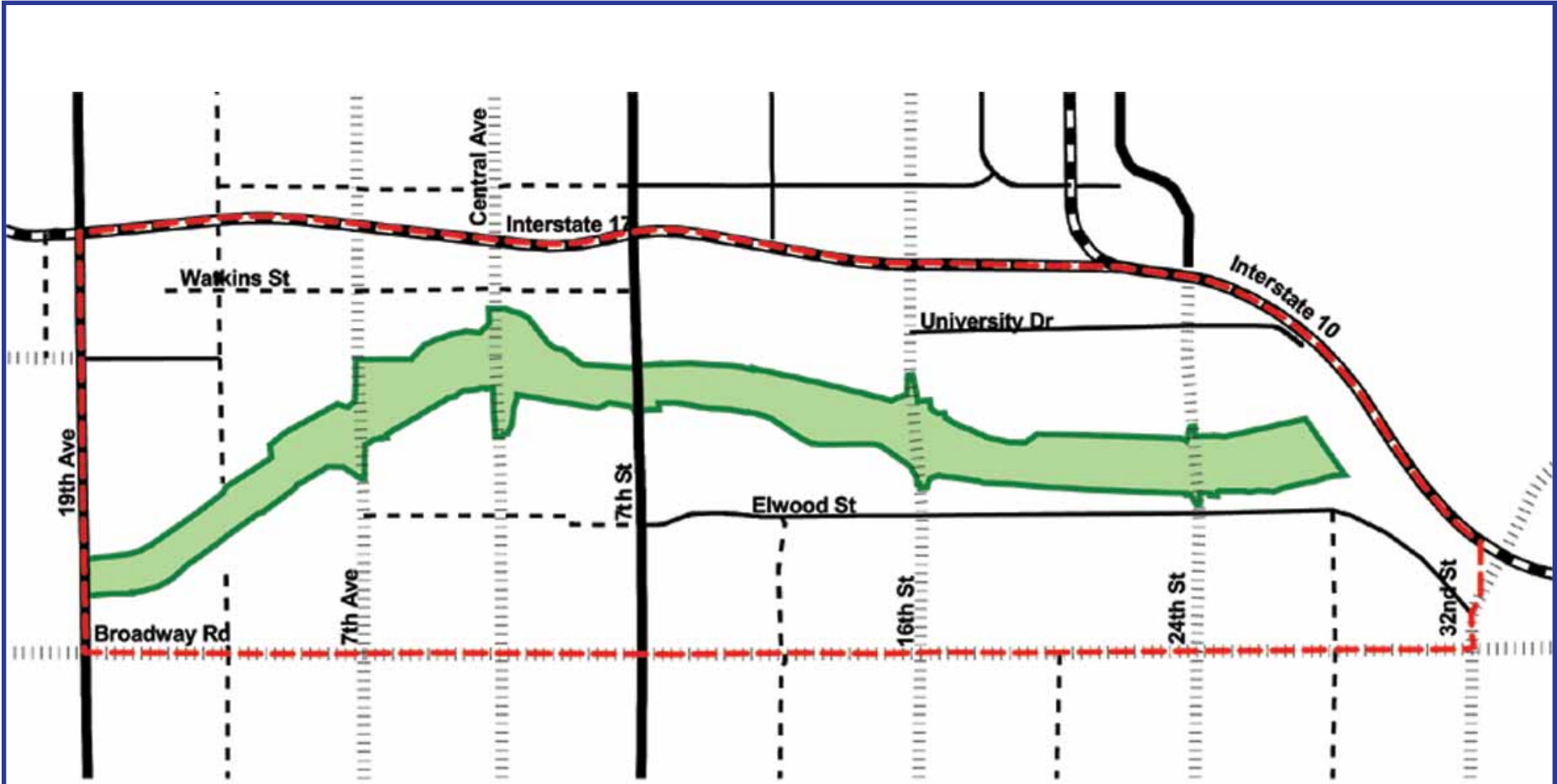


Figure 11

### STREET CLASSIFICATION

- Rio Salado Beyond the Banks Area Boundary
- Freeway
- Major Arterial
- Arterial
- Collector
- Minor Collector
- Rio Salado Habitat Restoration Project

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October, 2003



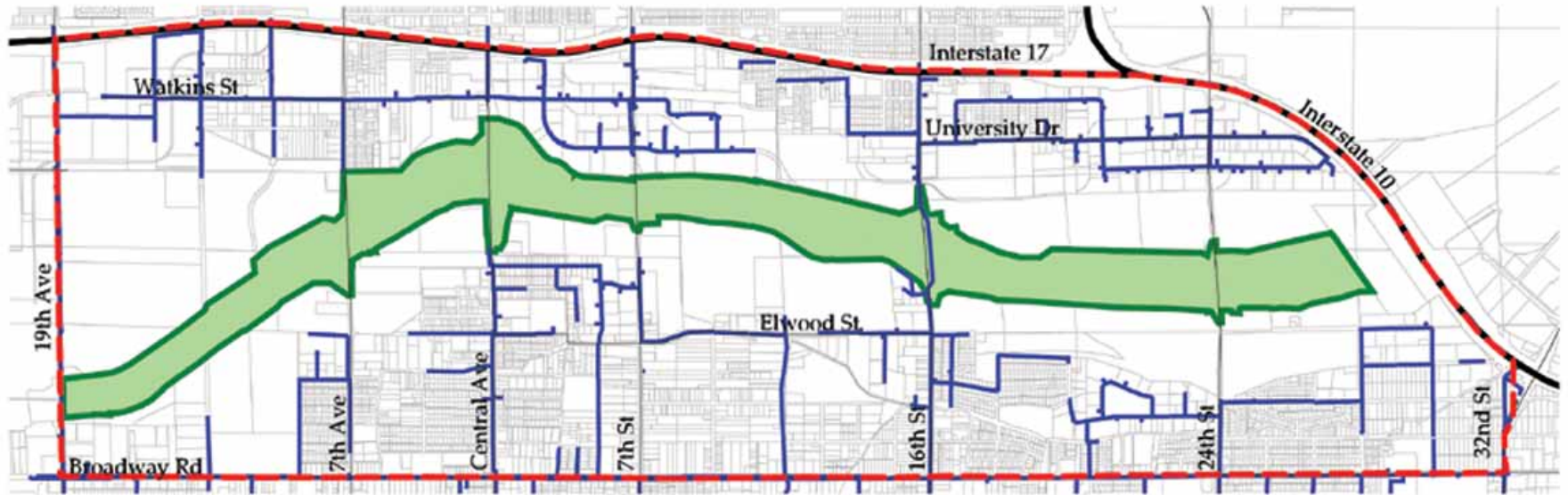





Figure 12

### WATER DISTRIBUTION

-  Rio Salado Beyond the Banks Study Area Boundary
-  Water Lines (8" Diameter and Larger)
-  Rio Salado Habitat Restoration Project

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Planning Department

May, 2002





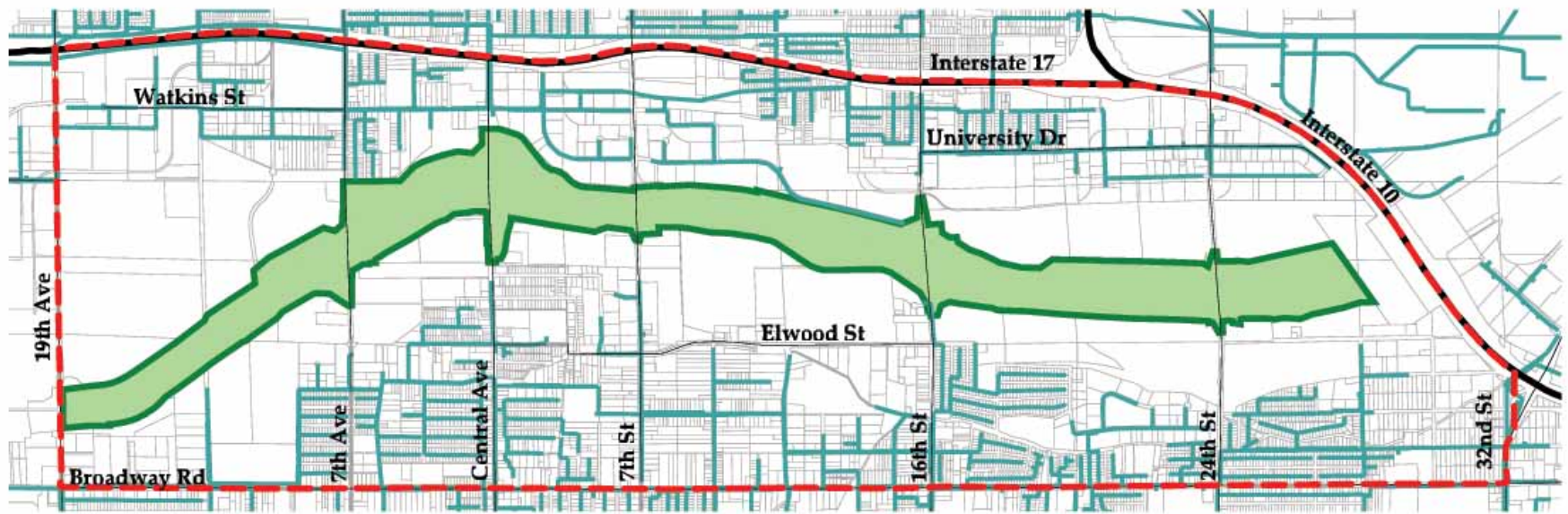


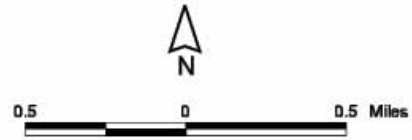
Figure 13

### SANITARY SEWER MAP

- Rio Salado Beyond the Banks Study Area Boundary
- Sanitary Sewer (8" Diameter and Larger)
- Rio Salado Habitat Restoration Project

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Planning Department

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Providing these areas with adequate drainage could solve many of the flooding problems. Measures to correct these problems, where possible, are under consideration. The Rio Salado Project will create additional flood-control capacity by constructing a permanent channel into the river to carry small, frequent stream flows and to minimize impacts from occasionally damaging floods.

### E. Utility Corridors

A 230Kv power line crosses the north side of the Beyond the Banks area from University Drive and I-10 on the east to Central Avenue on the west. Several 69Kv power lines cross the south side of the area near Broadway Road.

## III. Public / Quasi-Public Facilities

### A. Public Schools

#### 1. Elementary and Middle Schools

The following elementary school districts (Figures 14 and 15) govern the study area:

<b>Figure 14. Elementary and Middle Schools Serving Beyond the Banks Area</b>				
	<b>Location</b>	<b>Grades</b>	<b>District</b>	<b>2002-2003 Enrollment</b>
C.J. Jorgensen	1701 W. Roeser	pre-K-8	R	658
Brooks Academy	3146 E. Wier	pre-K-8	R	595
Martin Luther King	4615 S. 22nd St.	pre-K-3	R	339
Percy L. Julian	2149 E. Carver Dr.	4-8	R	412
Rose Linda	4610 S. 12th St.	pre-K-8	R	730
Sunland	5401 S. 7th Ave.	K-8	R	599
Ann Ott	1801 S. 12th St.	K-6	P	411
Bethune	1310 S. 15th Ave.	pre-K-6	P	575
Lowell	1120 S. 1st Ave.	K-8	P	610
Wilson	415 N. 30th St.	K-3	W	760

R: Roosevelt Elementary School District; P: Phoenix Elementary School District; W: Wilson Elementary School District. Source: Arizona Department of Education 2002-2003 School Report Cards

- ☉ Roosevelt Elementary School District (Rio Salado to South Mountain Park, 40th Street to 35th Avenue)
- ☉ Phoenix Elementary School District (Osborn Road to Lower Buckeye Road, 27th Avenue to I-10)
- ☉ Wilson Elementary School District (Roosevelt to University Drive, 32nd Street to 20th Street)

Cesar Chavez Community School, located at 4001 S. 3rd Street, is within the Roosevelt Elementary School District and is the only school located in the Beyond the Banks area. Cesar Chavez Community School serves grades K-8 and enrolled 610 students in 2002-2003. Several Roosevelt Elementary School District schools serve the project area but are located outside of its boundaries:

#### 2. High Schools

The entire Beyond the Banks area is located within the Phoenix Union High School District. The district serves a 220 square-mile area and had a 2002-2003 student population of 23,165 (approximately 71% Hispanic, 14% White non-Hispanic, 11% African-American, and 4% Other). Although no high schools are located within the Beyond the Banks area, the following high schools serve the area (Figures 16 and 18).

<b>Figure 16. Phoenix Union High School District High Schools Serving Beyond the Banks Area</b>		
	<b>Address</b>	<b>2002-2003 Enrollment</b>
South Mountain High School	5401 S. 7th Street.	2,250
Cesar Chavez High School	3921 W. Baseline Rd.	2,333
Central High School	4525 N. Central Ave.	2,291
North High School	1101 E. Thomas Rd.	2,382
Camelback High School	4612 N. 28th Street.	2,366

Source: Arizona School Report Card, 2002-03, State of Arizona Department of Education

#### 3. Charter Schools

Charter schools shown in Figure 17 are in or near the Beyond the Banks area. They offer instruction that extends from kindergarten to high school and serve a range of educational needs of the area's student-age population.

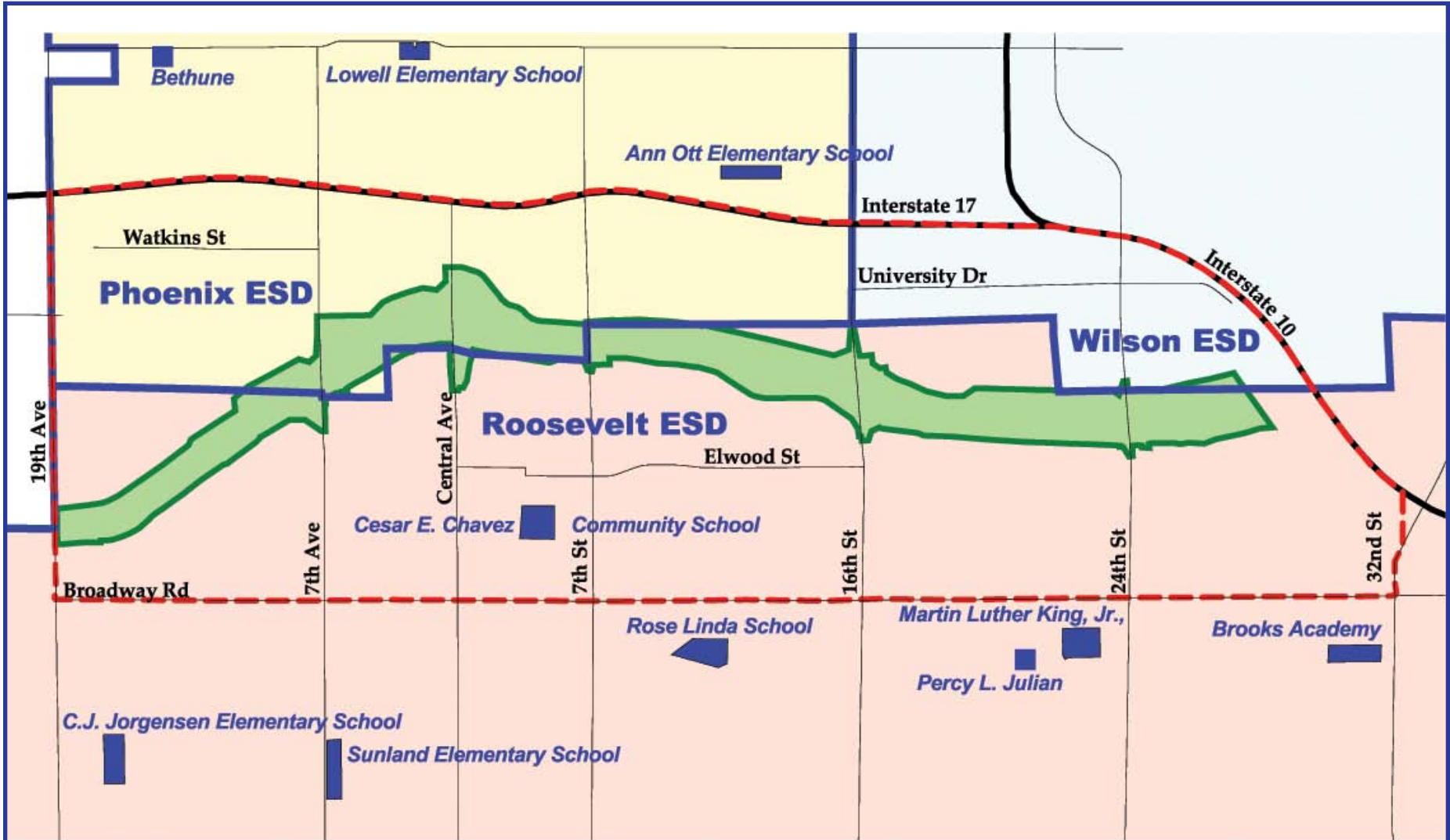
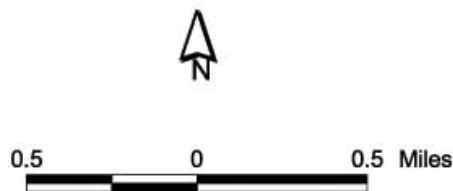


Figure B ELEMENTARY SCHOOL DISTRICT MAP

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-  Rio Salado Beyond the Banks Study Area Boundary
-  Rio Salado Habitat Restoration Project
- ESD - Elementary School District
-  Elementary School District Boundaries
-  Elementary School



**Figure 17: Charter Schools Serving the Beyond the Banks Area**

	Location	Grades	2002-2003 Enrollment
Victory High School	1650 W. Southern Ave.	7-12	50
Bright Ideas	5025 E. Van Buren Street.	K-8	595
C.I. Wilson Academy	2033 E. Southern Ave.	K-6	301
C.I. Wilson Academy Middle School	2033 E. Southern Ave.	7-8	80
Future Development Education & Performing Arts Academy.	1522 E. Southern Ave.	K-8	180
JWJ Academy Primary Campus	1720 E. Broadway Rd.	K-2	43
NFL YET Academy	4848 S. 2nd Street	K-12	600
PAPAS	4039 E. Raymond St.	K-8	220
Phoenix College Prep High School	2033 E. Southern Ave.	9-12	n.a.
Precision High School	3906 E. Broadway Rd.	9-12	644
SABIS International	1903 E. Roeser Road	K-6	695
South Mtn. College Preparatory	2033 E. Southern Ave.	9-12	32
Teen Choice Leadership	1522 E. Southern Ave.	K-8	224
Source: Information provided by individual schools			

**B. Public Parks**

Parks within the study area include mini parks, neighborhood parks, and special area parks (Figure 19). A mini park is a park of less than 1/2-acre in size and typically includes a playground intended for use by nearby neighborhoods. A neighborhood park is designed to serve an area within a radius of one-half mile or a population from 4,000 to 7,000 persons. Neighborhood parks are typically 15 acres in size and are within walking or bicycling distance of residences. Most neighborhood parks are bordered by local and collector streets and include children's playground and picnic areas, open play turf areas, parking, lighted volleyball and basketball

courts, and restroom facilities. The Rio Salado Industrial Park is the only "special area park" within the study area and contains ball courts, softball fields, ramadas and picnic areas, and restrooms. Its facilities will be relocated elsewhere within the Beyond the Banks area with the construction of the Del Rio Golf Course (see Goal 2: Community Recreation, Objective C). The following public parks are located in the project area:

- Rio Salado Industrial Park, 12th and Elwood streets (Special Area Park)
- Green Valley Park, 14th Street and Watkins Road (Neighborhood Park)
- Kipok Park, Ninth and Southgate Avenues (Mini Park)
- Ho-E Park, 3rd Avenue and Illini Street (Mini Park)
- Mong Park, 1432 E Wood Street (Mini Park)
- Eototo Park, 23rd Street and Pueblo Avenue (Mini Park)
- Lenang Park, 2601 E. Southgate Avenue (Mini Park)

**C. Neighborhood and Community Recreation Centers**

The Recreation Element of the General Plan states that one of the city's goals is to "provide a parks and recreation system that meets the needs of the resident and visitor population and is convenient, accessible and diverse in programs, locations and facilities." To meet this end, public recreation centers are encouraged. These centers vary in the sizes of the facilities and populations they are designed to reach.

Neighborhood recreation centers are small indoor facilities under 5,000 square feet that provide local residents with a place to meet and an accessible place to play after school and on weekends. These centers typically provide a number of activities, such as arts and crafts, martial arts, and exercise and fitness. The Beyond the Banks area is served by three neighborhood recreation centers:

- Foothills Recreation Center, 6300 S. Seventh Avenue
- South Phoenix Youth Center, 5245 S. Seventh Street
- Vernell Coleman Recreation Center, 1003 S. Ninth Avenue

Community recreation centers have a two-mile service area radius and provide a wide range of services, including those listed for neighborhood recreation centers. Additional services offered by community recreation centers may include a variety of classes, lunch programs, and community or social service referral agencies. The study area is served by South Mountain Community Center, 212 E. Alta Vista Ave.

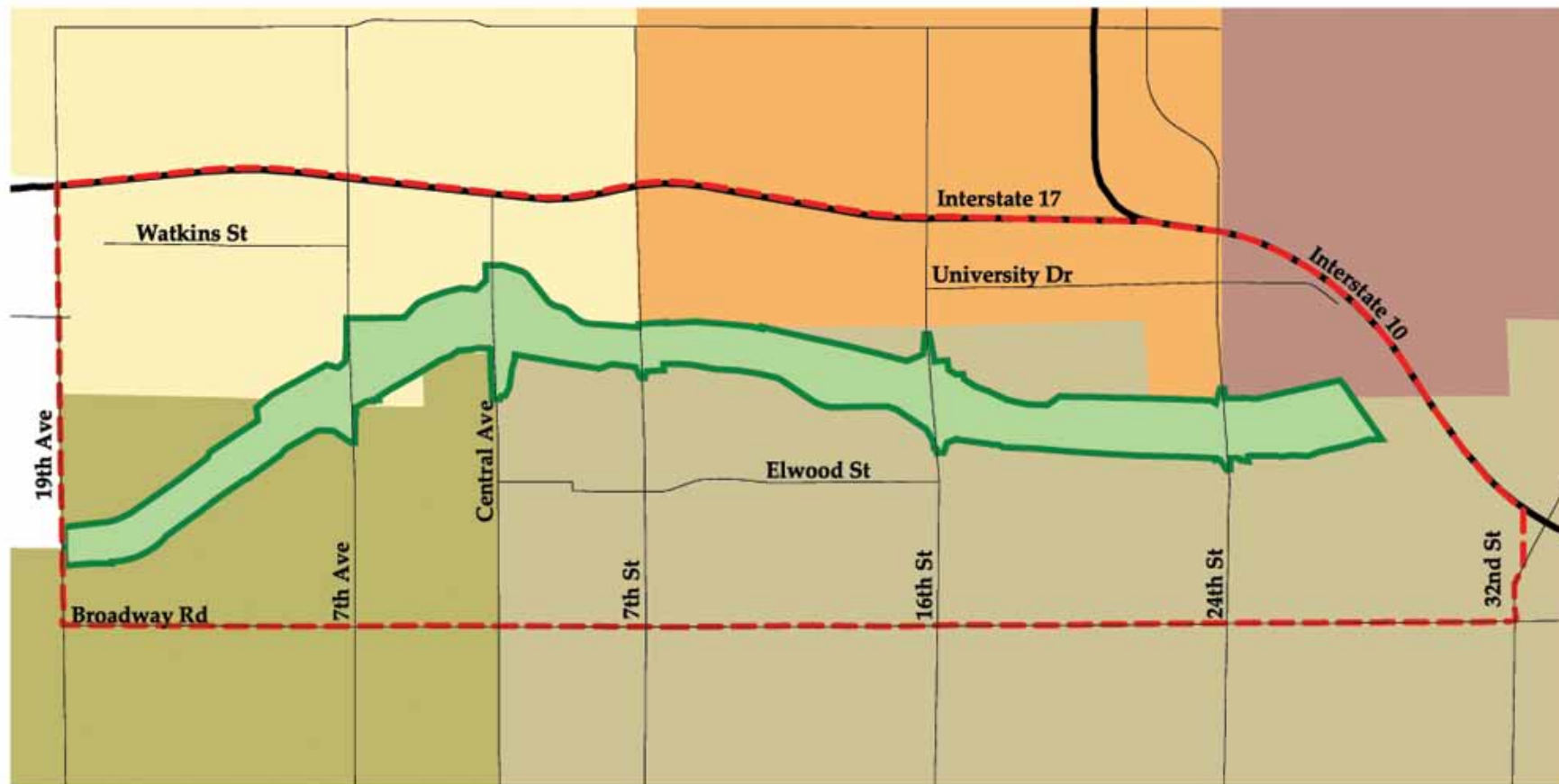









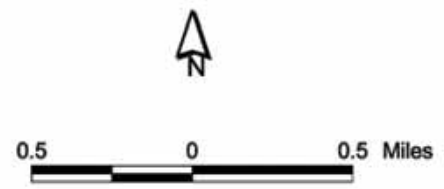
Figure 18

### HIGH SCHOOL DISTRICT

-  Rio Salado Beyond the Banks Study Area Boundary
-  Rio Salado Habitat Restoration Project
- Districts
  -  Camelback High School, 4612 N. 28th St
  -  Central High School, 4525 N. Central Ave
  -  César Chávez High School, 3921 W. Baseline Rd
  -  North High School, 1101 E. Thomas Rd
  -  South Mountain High School, 5401 S. 7th St

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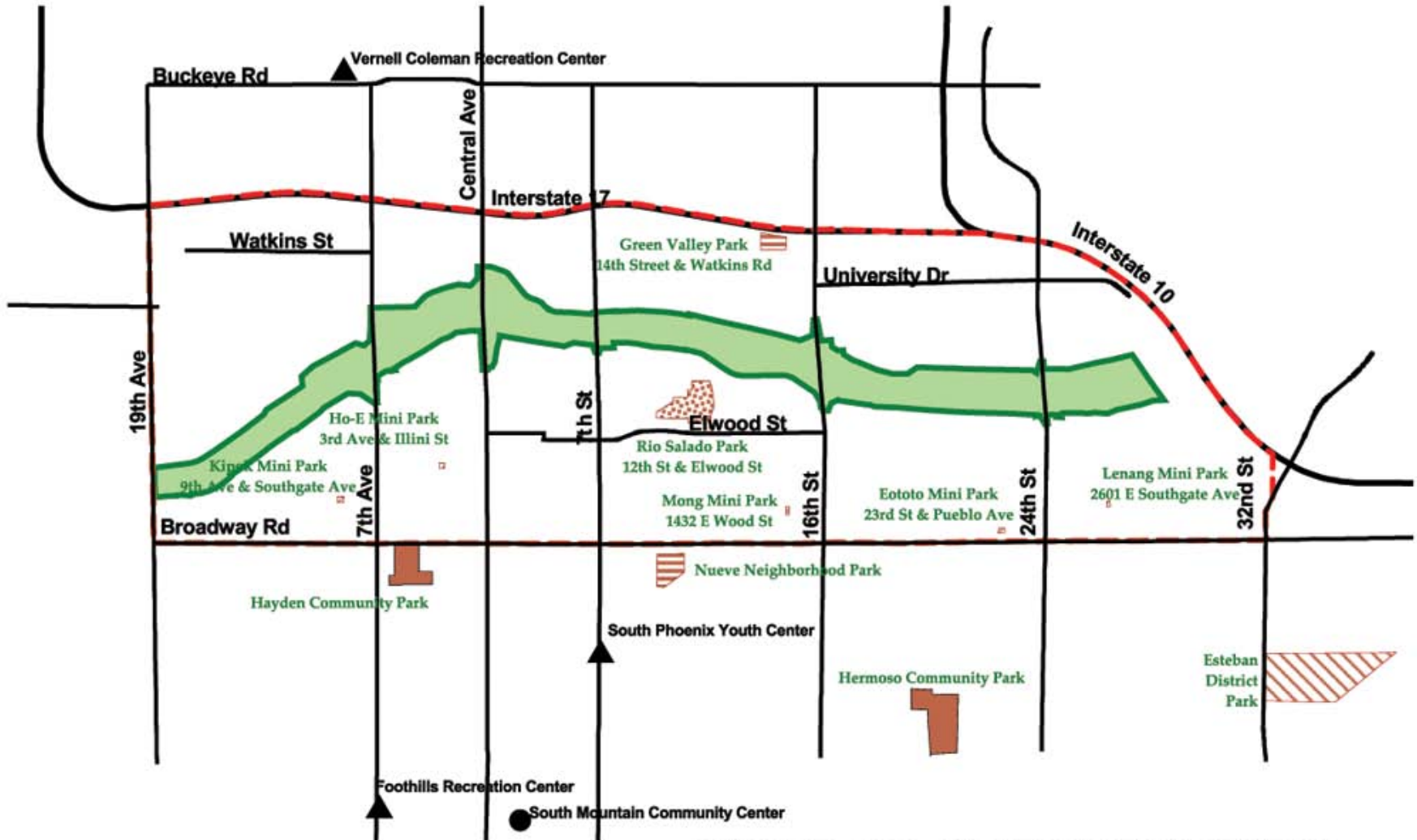


Figure 19

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**PUBLIC PARKS AND RECREATION CENTERS**

- Rio Salado Beyond the Banks Area Boundary
- Rio Salado Habitat Restoration Project
- Mini Park
- Neighborhood Park
- Special Area Park
- Community Park
- District Park
- Neighborhood Recreation Center
- Community Recreation Center



## D. Public and Quasi-Public Facilities

### 1. Public Libraries

The area does not contain a public library but is served by two branch libraries:

- ⑥ The Harmon Branch, 711 W. Yavapai Street
- ⑥ The Ocotillo Branch, 102 W. Southern Avenue

The Ocotillo Branch Library opened in 1967 and specializes in African-American and Spanish language material. The annual circulation for the branch in fiscal year 2002-2003 was 224,427, and the library had a collection of 66,191 volumes. Branch patrons are 50 percent Hispanic and 20 percent African-American. Over 50 percent of the patrons report primary languages other than English. The branch is well-equipped with a computerized database system and has the distinction of having been the first library in Phoenix to be awarded a grant by Microsoft to establish "Electro Sabio!" a bilingual (Spanish/English) computer center.

The annual circulation for the Harmon Branch in fiscal year 2002-2003 was 77,458, and the library had a collection of 29,581 materials and resources. Approximately 75 percent of patrons are Hispanic, 12 percent White-non hispanic, 12 percent African-American, and 1 percent Asian. The branch is well equipped with computers available for public use and includes a computer lab offering access to college courses and free hands-on computer training. A high percentage of the library's patrons are children. Homework help and other after school programs are available.

### 2. Post Offices

The study area is served by two United States post offices. The Rio Salado Station, 1441 E. Buckeye Road, 85034 serves the area north of the Rio Salado. The South Mountain Station, 6825 South 7th Street, 85032 serves the area south of the Rio Salado.

### 3. Social Services Facilities

#### ⑥ Southminster Head Start Center

Southminster Head Start Center, 1923 E. Broadway Road, operates an early-education facility that serves approximately 160 children between the ages of three and five years of age residing in City Council District #8. The center provides morning and afternoon programs, bilingual education, meals and snacks, speech therapy, mental health services, transportation, and social support to parents.

#### ⑥ The Senior Companion Program

The Senior Companion Program is located at Tanner Garden Apartments, 4420 S. 18th Place. The program employs six part-time workers to provide services to community residents. Employees organize social events for seniors as well as run errands for community members.

#### ⑥ Southwest Behavioral Health Services

Southwest Behavioral Health Services (SBHS) is the largest community-based behavioral health services provider in Maricopa County. A branch of SBHS is located at 315 E. Watkins Street in the Beyond the Banks area. SBHS provides services that include adolescent counseling, family and relationship counseling, drug and alcohol assessment/treatment, and psychological testing referrals.

#### ⑥ Watkins Winter Overflow Shelter

The city of Phoenix and the United Methodist Outreach Ministries have provided a Winter Overflow Shelter Program for the past fourteen years. From approximately mid-November to the end of March, the Watkins shelter, located at 1120 West Watkins Street, serves men, women, and families who need shelter after business hours and on weekends when Family Services Centers are closed. Several agencies provide in-kind, supportive services to people staying at the Watkins facility. These agencies include the city Parks and Recreation Department, city Human Services Department, Maricopa County Homeless Health Care, Value Options Outreach Workers and various churches.

**Figure 21** Fire Stations

South District Fire Stations	Location
Station 6	368 W. Apache Street
Station 22	230 E. Roeser Road
Station 23	4416 S. 32nd Street

Source: City of Phoenix Fire Department, 2001

## E. Public Safety

### 1. Fire Department

The Beyond the Banks area is within the South District of the Phoenix Fire Department. Figures 20 and 21 indicates the location of fire stations near the study area. There are no anticipated water pressure or water supply problems if an emergency fire should occur. Known fire hazards in the area include potential seasonal brush fires along the Rio Salado and

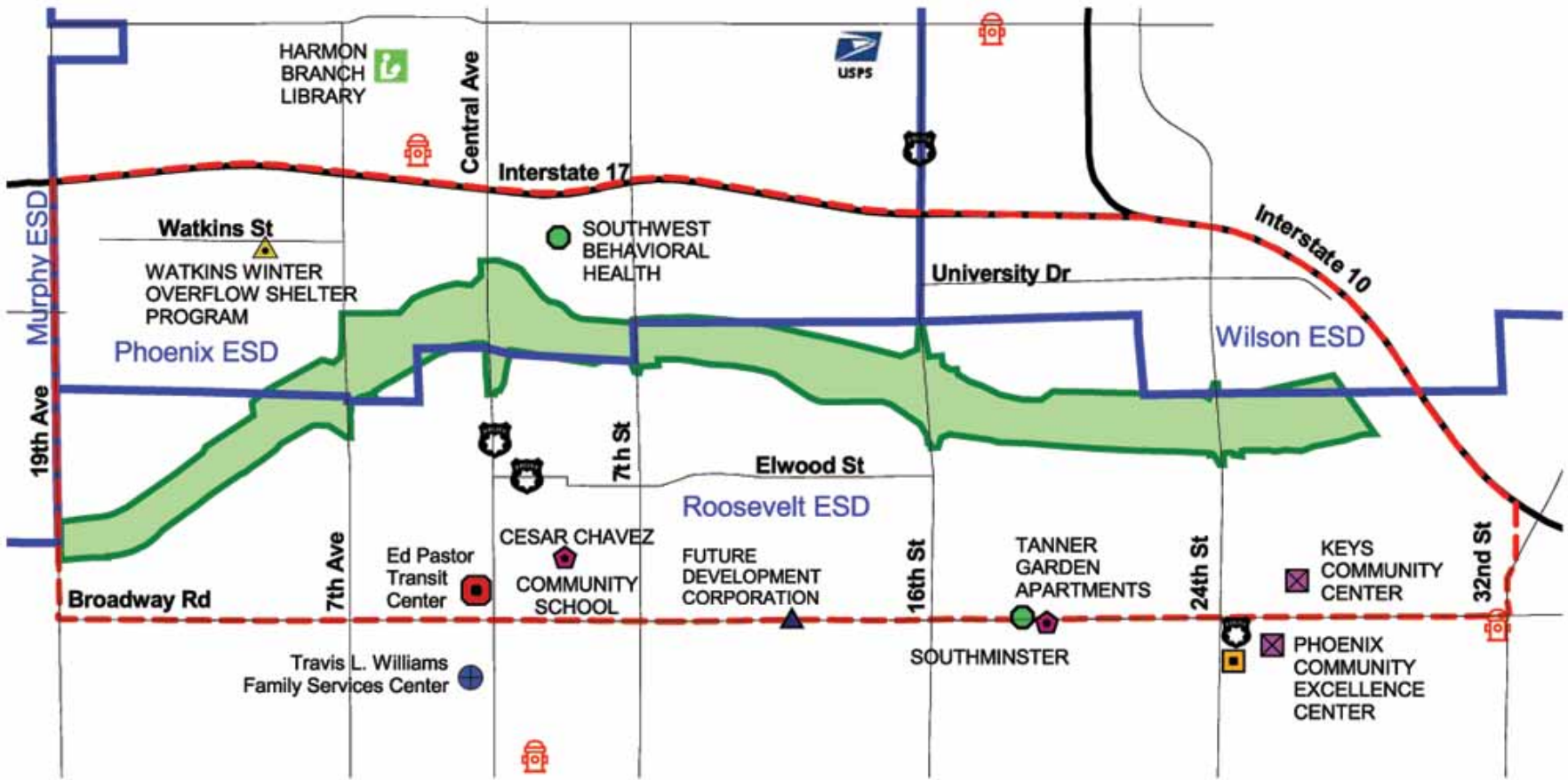


Figure 20 PUBLIC/QUASI-PUBLIC FACILITIES

Rio Salado Beyond the Banks Area Boundary

ESD - Elementary School District

Post Office

Library

Police Facility

Fire Station

Rio Salado Habitat Restoration Project

Elementary School District Boundaries

**HUMAN SERVICES**

Employment & Training Program

Head Start Center

Senior Companion Program

Shelter

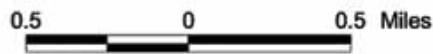
Community Center

Neighborhood Resource Center

Family Services Center

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businesses storing hazardous materials. During the year 2002, fire and/or emergency medical service calls, as shown in Figure 22, were recorded:

Type of call	Number of calls
Medical	1,265
Fire	312
Miscellaneous	524
Total	2,101
Source: City of Phoenix Fire Department, 2003	

## 2. Police Department

Three police facilities are located in the Beyond the Banks area. An additional police substation is planned for the southeast corner of Broadway Road and 24th Street (Figures 20 and 23).

Facility	Location
South Mountain Precinct	400 West Southern Avenue
South Resource Bureau	3443 South Central Avenue
South Property Detectives	3443 South Central Avenue
Source: City of Phoenix Police Department, 2001	

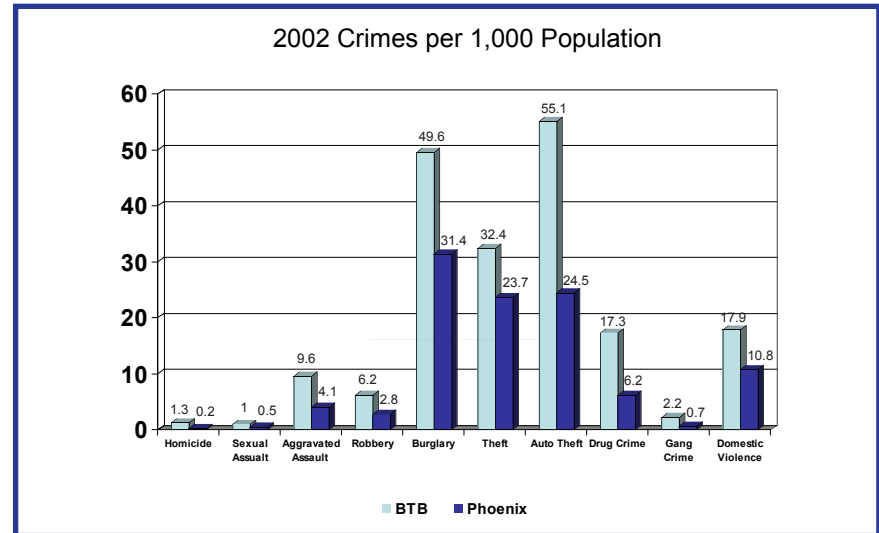
## 3. Crime Information

The crime rates per 1,000 population in the Beyond the Banks area exceeded citywide averages in all categories of crime in 2002. **The overall crime rate, however, has decreased significantly over the past seven years** falling approximately 34 percent from 2,055 reported crimes in 1996 to 1,331 reported crimes in 2002. **Juvenile crime, likewise, has decreased.** For 2002, the total number of juvenile crimes was 37 compared to 52 during the previous year. Phoenix Police Department's Community Action Officers attribute some of the area's reduction in crime to the city's Fight Back Program and the designation of several Fight Back neighborhoods near the Beyond the Banks area.

In 2002, the Beyond the Banks area had a crime rate that was 84% higher than that of the city as a whole. Phoenix had a crime rate of 93.5

crimes per 1,000 population for all reported crimes, compared to 171.9 crimes per 1,000 population in the Beyond the Banks area.

The total number of crimes reported in the Beyond the Banks area was highly concentrated in property crimes related to theft, auto theft, and burglary. Overall, these types of crime were responsible for an average of 79% of total crimes in 2002. Crime rates by specific types of crime are shown for the Beyond the Banks area and the city as a whole in Figure 24.



**Figure 24.** Beyond the Banks Area (BTB) Crime Rates per 1000 Population, 2002

## 9. Public Transportation

The Ed Pastor Transit Center at South Mountain Village is located at the northwest corner of Central Avenue and Broadway Road (See Goal 6: Accessibility, Objective B). The transit facility accommodates seven local bus routes (Blue, 0,7,8,45,52,61), Dial-a-Ride, and Bus Rapid Transit.

The following bus routes currently serve the area:

- Blue Line (Central Avenue)
- #0 (Central Avenue)
- #7 (7th Street)
- #8 (7th Avenue)
- #16 (16th Street)
- #19 (19th Avenue)
- #24 (24th Street)
- #30 (University/32nd Street)
- #45 (Broadway Road)
- #52 (Roeser Road)
- #61 (Southern Avenue)



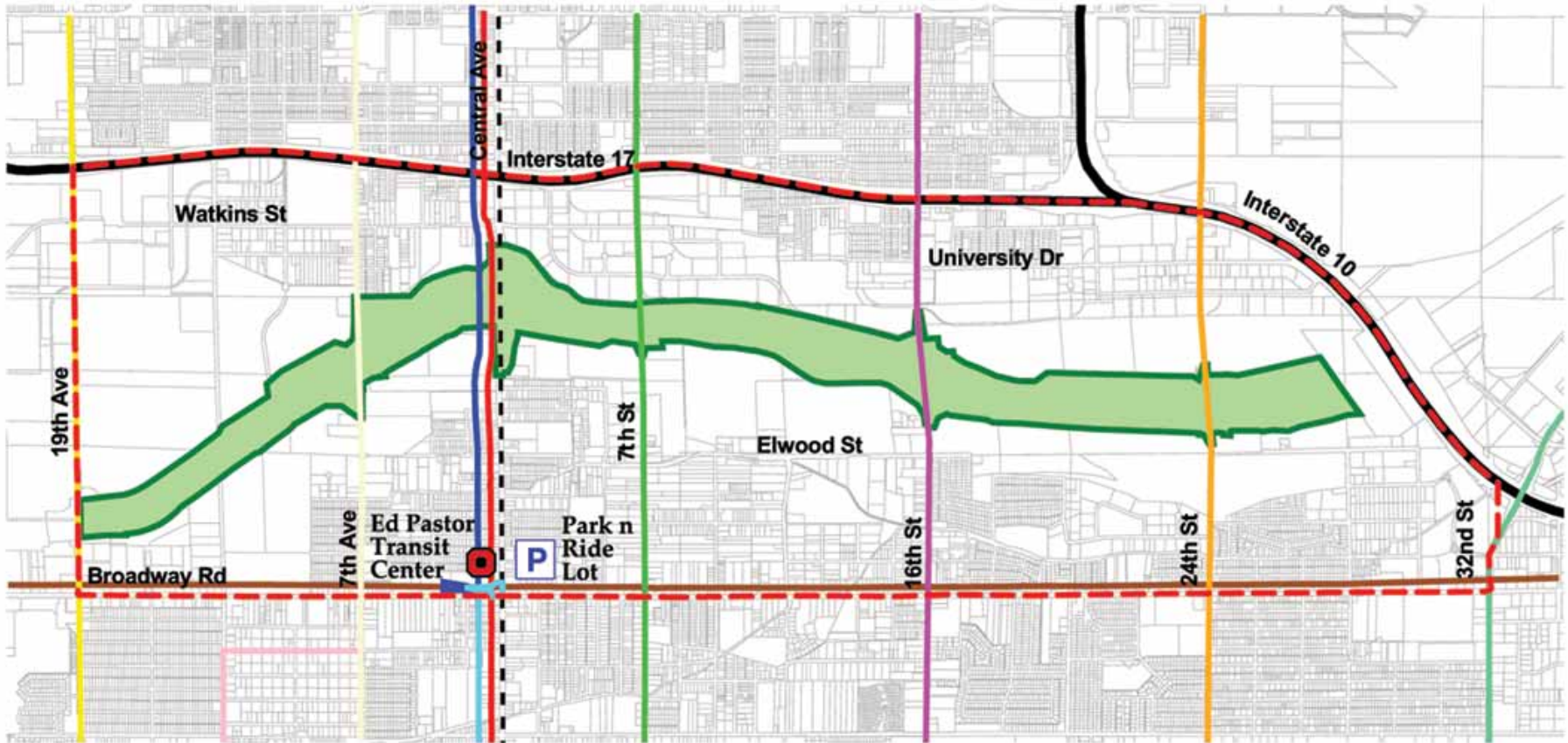


Figure 25 PUBLIC TRANSPORTATION

- Rio Salado Beyond the Banks Area Boundary
- Rio Salado Habitat Restoration Project
- Bus Routes**
- 0
- 7
- 8
- 16
- 19
- 24
- 30
- 45
- 52
- 61
- Blue Line
- RAPID

City of Phoenix  
Planning Department

October, 2003



0.5 0 0.5 Miles



Beginning in Fall 2003, a new express bus service, Bus Rapid Transit, or RAPID, will extend from downtown along South Central Avenue to Baseline Road with stops at Broadway Road and Southern Avenue. This new service offers commuter-style buses and distinct, newly designed bus stops.

A Park-and-Ride lot is located at the northeast corner of Central Avenue and Broadway Road. Bus routes 0, 7, 8, 45, 52, 61 and the Blue Line are accessible from this Park-and-Ride lot.

## IV. Demographics and Housing

Population and housing characteristics offer useful information for making decisions about future land use allocations and public services and facilities provision. They also help identify the development potential of a community. Demographic statistics help reveal the "real" conditions in neighborhoods and provide useful assessments for evaluating current and potential needs.

This section is an analysis of statistics from the 1980, 1990, and 2000 U.S. Censuses. The geographic boundaries of census block groups are contained within most of the study area and allow consideration of statistics specific to the Beyond the Banks area. The boundaries of some block groups changed slightly between each census. As a result, it is typically more accurate to view the combined totals of the block groups as percentages between census years than to analyze distinct census block groups.

### A. Population

Population statistics about the Beyond the Banks area are indicators of its stability. Unlike the city as a whole, which has demonstrated consistent population increase since 1980, the Beyond the Banks area experienced a sharp decline from 1980 to 1990 and subsequent increase from 1990 to 2000. This population decrease shown for 1990 is a reflection of the economic recession of the late 1980s when many construction and other workers left the area to seek employment elsewhere.

The population of the study area decreased 4.8 percent from 1980 to 2000. The population of the city of Phoenix, by comparison, increased 68 percent from 1980 to 2000. Growth patterns for the metropolitan area indicate that from 1990 to 2000 much of the population growth has occurred in north Phoenix. Major new growth in Estrella and Laveen villages, as well as the Baseline area of South Mountain Village, is now creating a more balanced growth pattern.

### B. Age

Statistics on the age structure of a community's population may indicate its stability and the changing needs for commercial, public, and social services. Changes in a community's age composition may impact its need for resources such as daycare facilities, public schools, parks and recreational amenities, medical services, retail activities, and transportation facilities.

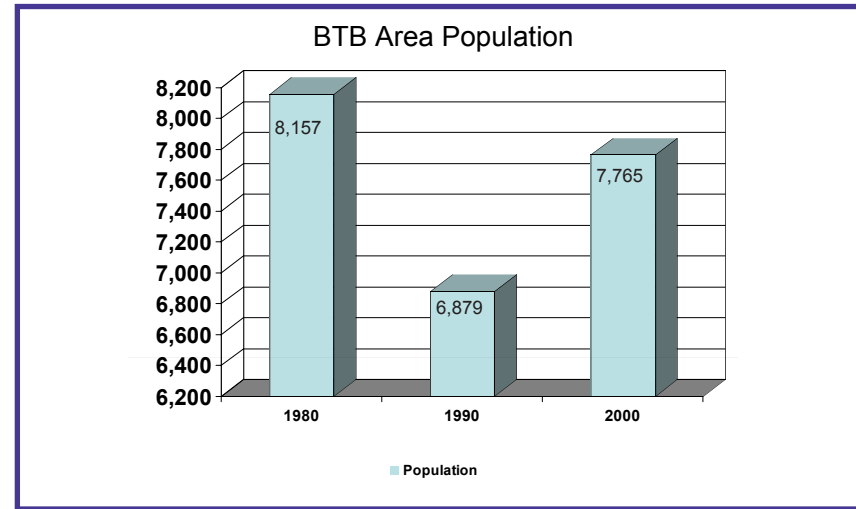


Figure 26. Beyond the Banks Area (BTB) Population, 1980-2000

Between 1980 and 2000, the age groups in the Beyond the Banks area showing decreases in percentages were those ages 5 to 17 years and 55 to 74 years, with 7% and 27% losses, respectively. The Beyond the Banks

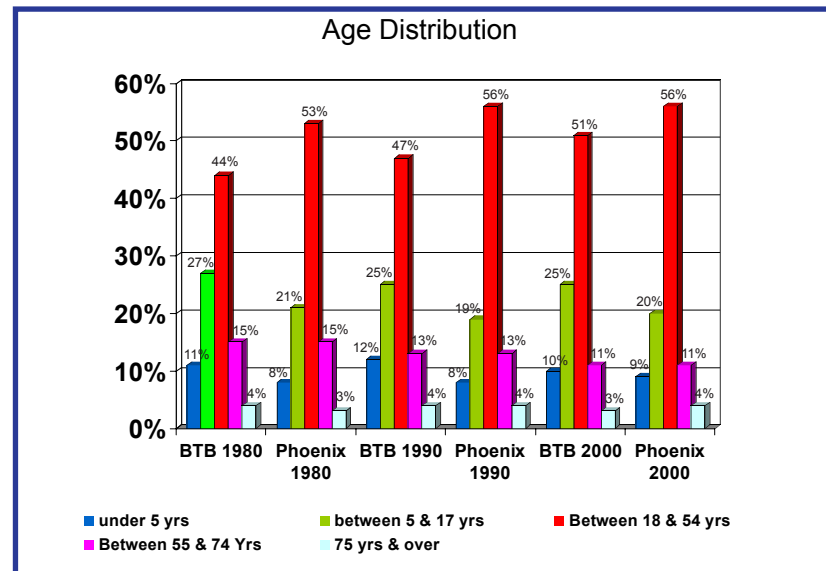


Figure 27. Beyond the Banks Area (BTB) Age Distribution, 1980-2000

area experienced a 16% increase in its population ages 18 to 54 years for that same period. The area's age composition and comparisons to that of the city as a whole are illustrated in Figure 27.

As infill housing brings new residents to the Beyond the Banks area, closely monitoring demographic profiles of the area's age composition will help meet changing demand for appropriate services.

### C. Race and Ethnicity

Race and ethnic distribution of an area provides information on cultural change over time and may signal changing demand for public services and facilities. Census data distinguishes between Hispanic and non-Hispanic ethnicity. This study further distinguishes non-Hispanics as either Black/African American, White, or those of other races. Figure 28 provides information on the ethnic distribution in the Beyond the Banks area and in Phoenix as a whole.

The Hispanic, or Latino, population in the Beyond the Banks area increased 37%, from 4,570 to 6,271, between 1980 and 2000. The percentages of the White non-Hispanic and Black/African American populations decreased by 27% and 52%, respectively, between 1980 and 2000.

Overall, for all three census years, the percentages of Hispanics and non-Hispanic, Black/African Americans were higher in the Beyond the Banks area than in the city as a whole. In 2000, for example, the percentage of persons claiming Hispanic ethnicity in the Beyond the Banks area (76%) was approximately 124% greater than that percentage (34%) in the city as a whole. In that same year, the percentage of the

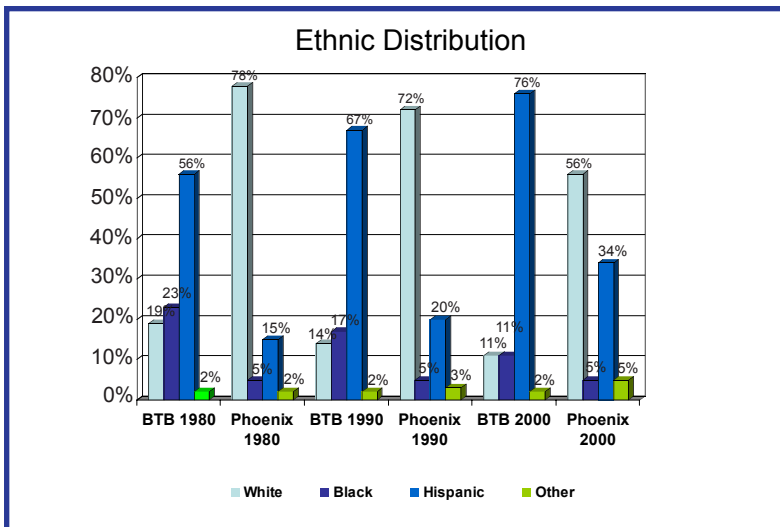


Figure 28: Beyond the Banks Area (BTB) Ethnic Distribution, 1980-2000

non-Hispanic Black/African American persons in the Beyond the Banks area (11%) was 120% greater than the percentage (5%) citywide. In contrast, between 1980 and 2000, the White non-Hispanic population in the Beyond the Banks area decreased 42% falling from 19% in 1980 to 11% in 2000.

### D. Income

Differences between the study area's average annual reported income and that of the city as a whole are useful descriptive indicators. An area with a lower-than-average household income, for example, might have special needs for social services and public facilities.

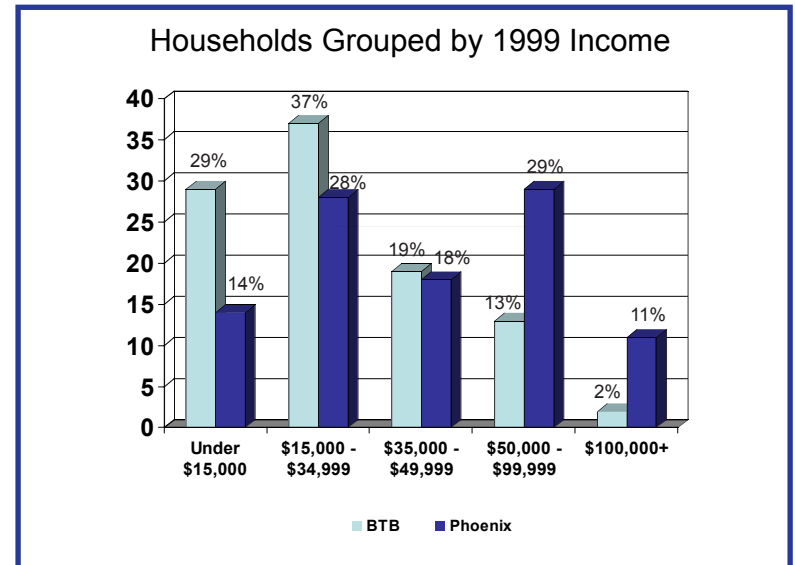


Figure 29: Beyond the Banks Area (BTB) Households Grouped by 1999 Income

The reported household income for the Beyond the Banks area was lower than that of the city as a whole (Figure 29). In 1980, the percentage of households in the Beyond the Banks area reporting incomes for the previous year of less than \$15,000 per year (69%) was 64% higher than in the overall city (42%). In 1990, the percentage of households in the Beyond the Banks area reporting incomes for the previous year lower than \$15,000 per year (48%) was 109% higher than, or more than double, the percentage in the city as a whole (23%). In 2000, the percentage of households in the Beyond the Banks area reporting incomes for the previous year lower than \$15,000 per year (29%) was 107% higher, or more than double, the percentage in the city as a whole (14%).

The average household income reported by residents of the Beyond the Banks area for 1979, 1989, and 1999 was slightly more than half that



reported by residents citywide. In 1979, for example, the average Phoenix household income was \$20,815, and the average Beyond the Banks household income was \$11,516. In 1990, the average Phoenix household income was \$37,179, and the average Beyond the Banks household income was \$20,103.

By 1999, the average Phoenix household income had risen to \$55,408, and the Beyond the Banks average household income had increased to \$31,093. Although the average household income for the Beyond the Banks area in 1999 was 56% of that earned citywide, incomes for the area have increased at a rate similar to that of Phoenix.

## E. Households

Information on the composition of an area's households is used to help determine the need for social services, such as educational and nutritional programs, and to help commercial marketers determine the area's target population.

### 1. Household Size

Average household size, in combination with other demographics information, helps identify areas with changes in the number of children and/or elderly. In 2000, the average household size in the Beyond the Banks area was 39% larger than that of the city overall. The average household size in the Beyond the Banks area increased 4% from 1990 to 2000, growing from an average of 3.74 persons per household to an average of 3.89 persons per household. The average household size for the city grew 5% from 1990 to 2000, increasing from an average of 2.66 persons per household to an average of 2.79 persons per household.

### 2. Household Type

Household type (Figure 30) has implications for homeownership and occupancy in an area. The 2000 census reports that married-couple families were twice as likely as "non-family households" to own their own homes. The census term "non-family households" refers to "people living alone as well as those householders who only live with people who are not related to the householder by birth or marriage."

Citywide, the percentage of family households decreased from 71% in 1980 to 66% in both 1990 and 2000. The percentage of family households in the Beyond the Banks area remained stable at 75% as indicated in 1980 and 2000 (exhibiting only a slight rise to 77% in 1990). The Beyond the Banks area experienced a 50% increase in the number of other non-family households (excluding single-person households) between 1980 (4%) and 2000 (6%). In Phoenix, the percentage of non-family households also increased, rising 50% between 1980 (6%) and 2000 (9%).

The percentage of single-person households in the Beyond the Banks area decreased 10% over the past two decades dropping from 21% in 1980 to 19% in 2000. Citywide, the percentage of single-person households increased 9% during that same period rising from 23% in 1980 to 25% in 2000.

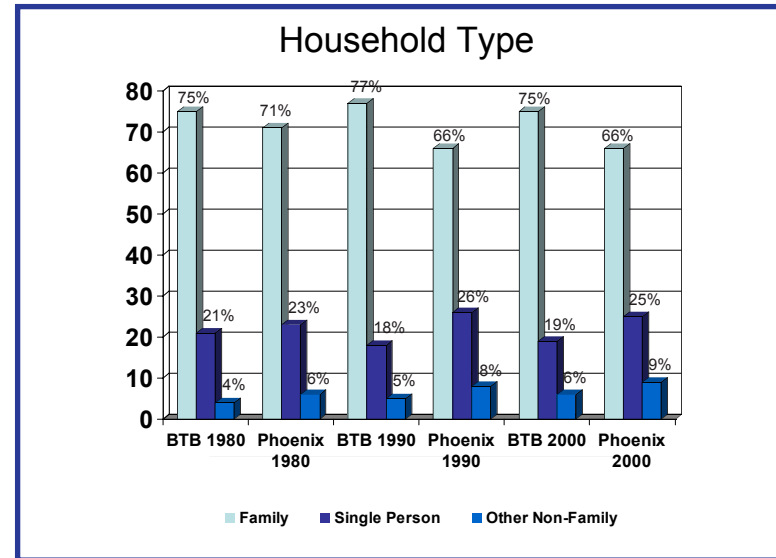


Figure 30. Beyond the Banks Area (BTB) Household Type, 1980-2000

## F. Housing

### 1. Housing Type

Housing types, as shown in Figure 31, are helpful for understanding the character of an area. Since 1980, single-family housing as a percentage of total housing types has been higher in the Beyond the Banks area than in the city as a whole. Specifically, single-family housing exceeded citywide rates by 15%, 20%, and 6% in 1980, 1990, and 2000, respectively. In 2000, 67% of Beyond the Banks area housing was single family compared to 63% citywide.

Conversely, the percentage of multiple-family housing in the Beyond the Banks area was lower than that seen in the city as a whole for all three censuses. The percentages of multiple family housing in the Beyond the Banks area fell below citywide rates by 21%, 45%, and 18% in 1980, 1990, and 2000, respectively.

The percentage of mobile homes and other housing types in the Beyond the Banks area increased 200% between 1980 and 2000. During the same period, the citywide percentage of mobile homes and other housing types in the Beyond the Banks area decreased 33%. In 2000, 6% of Beyond the Banks area housing was mobile homes and other housing

types compared to 4% in the city as a whole. These percentages indicate that there are 50% more mobile homes and other housing types as a share of total housing in the Beyond the Banks area than in the city overall.

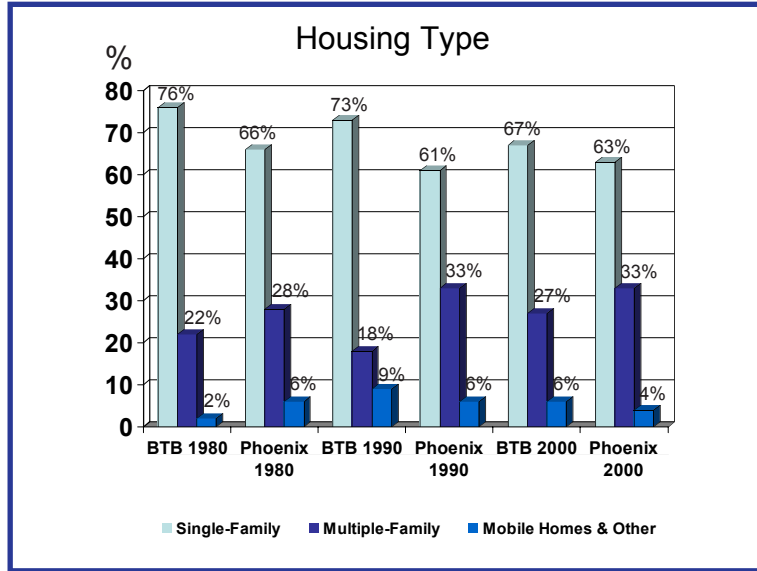


Figure 31. Beyond the Banks Area (BTB) Housing Type, 1980-2000

## 2. Vacancy Rate

Vacancy rates are used to evaluate the overall state of a housing market. Vacancy rates tend to be higher in areas with renter-occupied housing. Owner-occupied housing is less likely to become vacant because owners typically sell before moving. Increasing vacancy rates in an area may indicate that the area is in transition or is becoming less desirable for residency and investment than areas with lower vacancy rates.

With a 7% vacancy rate in 2000, the Beyond the Banks area had a slightly higher vacancy rate than did the city as a whole with a 6% rate. Phoenix experienced a 14% decrease in vacant units between 1980 and 2000. The Beyond the Banks area realized a 42% decrease in vacant units between 1980 and 2000. Vacancy rates are depicted in Figure 32.

## 3. Owner and Renter Occupied

Homeownership rates are an indication of economic health. Residents who own properties are more likely than renters to have an investment in property maintenance and community improvement. Although renters may be committed to the improvement of their surroundings, the resident

turnover rate is higher than in owner-occupied properties, and area stability and continuity is more difficult to achieve.

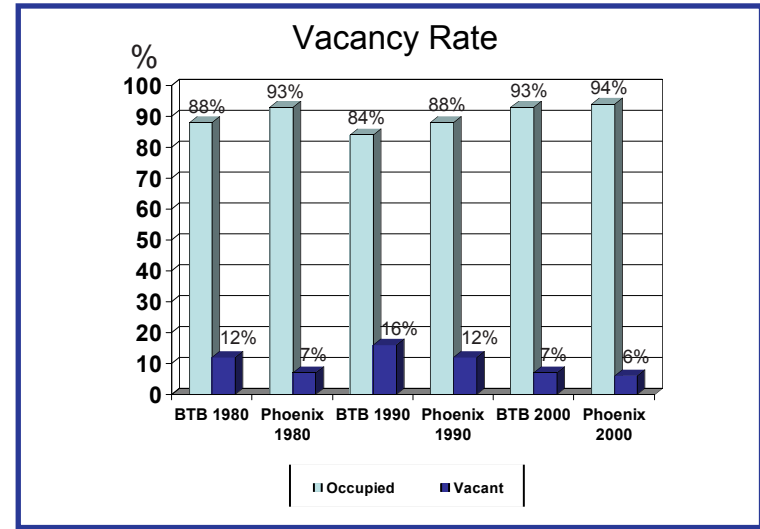


Figure 32. Beyond the Banks Area (BTB) Vacancy Rate, 1980-2000

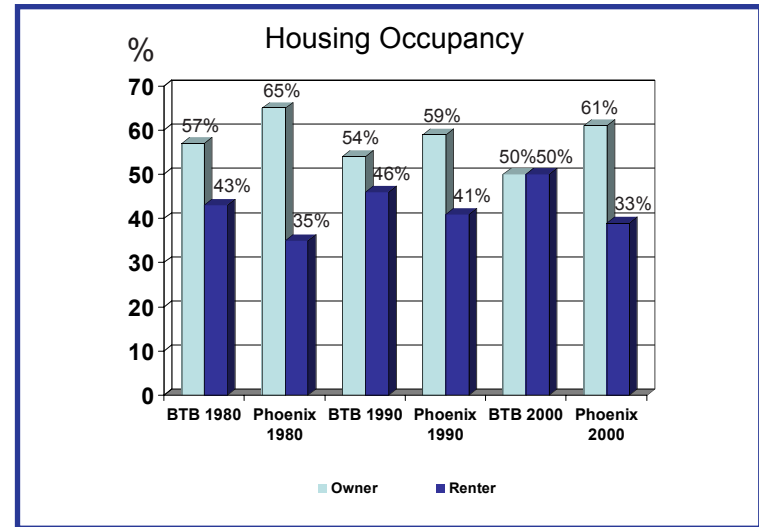


Figure 33. Beyond the Banks Area (BTB) Housing Occupancy, 1980-2000

The Beyond the Banks area experienced an overall 12% decrease of in the percentage of owner-occupied housing between 1980 and 2000. During that period, the percentage of owner-occupied housing fell from 57% to 50%. During the same twenty-year period, the city experienced an overall 7% decrease in its percentage of owner-occupied housing. The 16% increase in renter-occupied housing in the Beyond the Banks area is higher than the rate of increase for renter-occupied housing citywide (10%). These statistics, shown in Figure 33, have implications for the residential stability of the area and the need for availability of more owner-occupied housing.

**Figure 34:** Average Home Values and Rents

	City 1980	BTB 1980	City 1990	BTB 1990	City 2000	BTB 2000
Average Home Value	\$50,609	\$18,569	\$81,713	\$35,013	\$146,526	\$58,190
Average Rent	\$276	\$145	\$461	\$306	\$643	\$420

Source: 1980, 1990, and 2000 US Censuses

#### 4. Housing Value and Rent

Average home value and rent are not good indicators of the stability in an area but are useful indicators of overall residential market trends. Areas that have lower-than-average housing values, or do not have values that increase at the same rate as other areas, may be experiencing problems.

The average home value in the Beyond the Banks area in 1980, 1990, and 2000 was less than half that of the respective average home value citywide (Figure 34). As indicated for 2000, the average home value in the Beyond the Banks area was \$58,190 compared to \$146,525 in the city as a whole. The Beyond the Banks area's average rent in 2000 was \$420 compared to \$643 citywide. These data represent an increase of 213% in the Beyond the Banks area's average home value and a 190% increase in its average rent since 1980. These data compare to an increase of 190% in the city's average home value and a 133% increase in its average rent for the same period. Overall, these data indicate that the Beyond the Banks area's average home values and average rents are increasing at rates that exceed those of the city as a whole.