

# REINVENT PHOENIX

## SUSTAINABILITY VISION FOR THE EASTLAKE-GARFIELD TRANSIT DISTRICT

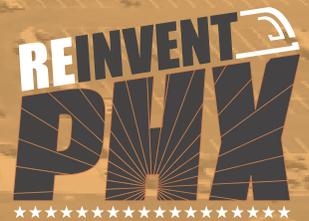
Partners:



City of Phoenix



St. Luke's Health Initiatives



\*\*\*\*\*

# Sustainability Vision for the Eastlake-Garfield Transit District, Phoenix

Report submitted to the City of Phoenix Planning and Development Department by the ASU-SOS Team for the project grant “Reinvent Phoenix – Cultivating Equity, Engagement, Economic Development and Design Excellence with Transit-Oriented Development”, funded by the U.S. Department of Housing and Urban Development (HUD)

Principal Investigator & Co-Principal Investigator  
Dr. Arnim Wiek, Dr. Aaron Golub

Project Team Leaders  
Dr. Braden Kay, Dr. Arnim Wiek

Graduate Research Assistants  
John Harlow, Amy Minowitz, Maggie Soffel

Student Research Team  
Carlo Altamirano Allende, Sam Johnson, Sarah Mertins, Martin Montes de Oca

March 28, 2014

School of Sustainability  
Arizona State University

# Acknowledgements

## Sustainability (With Lead Indicators and Targets)

*Sustainable Housing* is characterized, among others, by its ability to foster diverse neighborhoods that are affordable to all residents, with access to goods and services, including employment. It also involves efficient utilization of energy and resources for both the construction and daily function. The housing vision for the Gateway District in 2040 adequately meets the criteria of creating diverse, affordable options for different types of residents [Lead Indicators/Targets: Construction of affordable housing units; Reduce housing and transportation costs]. Emphasis on walkability and non-motorized transportation makes the District highly accessible. However, there is little mention of ways to promote local heritage, especially given the diversity of the residents. It will be important to identify ways to ensure that rising prices are not a threat to this culturally and historically rich area. Further, the idea of sustainable construction and sustainable buildings is not addressed. Besides the idea of adaptively reusing historic buildings, it is unclear whether renovated or new buildings will be constructed sustainably (e.g., using reused, recycled, or green materials), or whether the newly constructed buildings will run efficiently (energy use) [Lead Indicator/Target: Reduce per capita grid electricity consumption].

Key ideas behind *Sustainable Economic Development* are to create a diverse, place-based economy with an equitable employment base that provides employees with opportunities to earn a living wage. In its vision for 2040, the Gateway District has created an economy that is diverse and localized, as there is emphasis on stores and restaurants that are local, and family-owned. There is also a range of employment opportunities for residents of all skill levels, which include jobs, such as lawyers and doctors, that aim to attract recent student graduates, current professionals, as well as retail and service jobs [Lead Indicator: Employment density]. Unclear is in how far this economy is able to provide universally equitable opportunities for people to earn a living wage. It may be important to ensure that all employees will receive a wage that covers costs of basic needs such as food, transportation, and housing, as well as basic social services (health insurance, etc.). While affordable housing units and more affordable transportation options are present to help reduce housing and transportation costs, it is unclear whether a potential minimum wage job is sufficient without relying on government subsidies.

Features of *Sustainable Mobility* include a network of transportation options, including those that are motorized and non-motorized, and are safe and accessible for all residents. Having a variety of options should contribute to a reduction in greenhouse gas emissions and also to improvements of air quality. Having diverse mobility options is a priority of the Gateway vision, with great improvements in peoples' ability to walk, bike, and take public transit [Lead Indicators/Targets: Reduce VMT per capita; Increase average weekday transit boardings; Increase Streetsmart Walkscore]. There is an emphasis on creating a district-wide network that allows people to easily get to important destinations, such as healthcare and educational facilities, among other services. There are areas designated for the light rail (Washington Street), cycling (bicycle streets), and walking (calmed streets, Van Buren Street); however, it is not clear if there are any streets that prioritize buses. It may be important to ensure that bus infrastructure is not continued to be put second behind personal automobile infrastructure. It may also be important to highlight how bicycle streets and calmed streets will be maintained in order to stay true to their designation.

The Gateway 2040 vision of *Green Infrastructure* is based on the availability of parks and open spaces, as well as the hybrid landscaping. The element of an increased number of trees aligns the vision with sustainability criteria, as those trees will provide important services such as shade and storm water management [Lead Indicator/Target: Increase tree canopy cover]. The hybrid landscaping design also addresses the issues of drought and water use. However, due to the urban nature of the District, some elements of green infrastructure are lacking, for instance, natural land and open spaces that conserve ecosystem values and functions. All of the ecosystems found in the area have been altered, and thus cannot provide many of the ecosystem functions provided in more natural areas.

# Table of Contents

- Acknowledgements ..... 2
- Executive Summary ..... 4
- Correspondence to Scope of Work ..... 6
- Chapter 1 – Introduction ..... 7
  - 1.1. Profile of the Eastlake-Garfield District ..... 7
  - 1.2. Profile of the Reinvent Phoenix Project ..... 8
  - 1.3. Objectives of the District Visioning Study ..... 9
- Chapter 2 – Visioning Research Process ..... 10
  - 2.1 Overview – SPARC Visioning Research Methodology ..... 10
  - 2.2 Steps, Methods, and Participatory Settings (Public Engagement) ..... 11
- Chapter 3 – Results ..... 17
  - 3.1 District-Wide Vision for the Eastlake-Garfield District in 2040 ..... 17
  - 3.2 Vision Descriptions for Specific Transition Areas (Transition Areas) within the Eastlake-Garfield District ..... 19
    - 3.2.1 Vision for 12th Street ..... 20
    - 3.2.2 Vision for the Van Buren Corridor ..... 23
    - 3.2.3 Vision for 16th Street and Van Buren ..... 26
  - 3.4 Consistency Analysis of the Eastlake-Garfield Vision ..... 28
    - 3.4.1 District-wide Synergies ..... 28
    - 3.4.2 Key Synergies by Transition Area ..... 28
    - 3.4.3 Potential Conflicts ..... 29
  - 3.5 Sustainability Appraisal of the Eastlake-Garfield Vision ..... 29
- References ..... 32

# Executive Summary

## Introduction

The following summarizes the Eastlake-Garfield Transit District Vision Report with specifics on economic development, health, housing, and mobility. Three areas with broad community support for future change receive more detailed treatment. The summary concludes with a brief analysis. This vision builds on rich inputs from residents, workers, business owners, and landowners to describe Reinvent Phoenix's Eastlake-Garfield Transit District in 2040. This vision was gathered from comments by over 150 residents in 12 mapping activities, 2 workshops, and more than 15 neighborhood organization meetings. Further details and supporting documentation can be found in the report proper and its appendix.

## District Vision

In 2040, the Eastlake-Garfield District is culturally diverse, with active streets and exciting, innovative businesses. Visitors notice the inclusive feel, entrepreneurial spirit, and historic preservation that have been the District's aesthetic for years. Buffered by an extra curb, people bike alongside traffic, and walk on wide, shaded sidewalks to local businesses and Verde and Eastlake Park. Successful local business development programs are responsible for the local business along 16th Street, Van Buren Street, and around the 12th Street light rail station. North High graduates started both, and most of their young staff bike from rehabilitated historic homes in Garfield.

Eastlake-Garfield, in 2040, is an attractive place to live for people of all ages and backgrounds. Nearly all the homes in the Eastlake and Garfield neighborhoods have been restored, and new, colorful, mixed-use developments line Van Buren Street and Washington Street. Eastlake-Garfield celebrates its diverse and historic past, and embraces anyone who wants to enjoy its rich quality of life.

*Economic Vitality Through Strong Local Businesses and Diverse Employment and Training Opportunities* – In 2040, Eastlake-Garfield's locally grown businesses are built by and employ people that live within blocks of where they work. Business incubators and buy-local programs drive economic development, and Maricopa County's job-training location on Van Buren Street provides skilled employees. A mix of land-uses supports economic vitality, with entertainment, restaurants, markets, and shopping

located close to home, so that residents no longer have to drive or take the bus to shop.

*A Walkable, and Bikable District* – In 2040, lower temperatures and transportation networks make Eastlake-Garfield walkable, bikable, and safe. Solar-covered shade structures and native species on roofs reduce temperatures, making for a pleasant environment and lower building energy costs. After sunset, pedestrians stroll wide sidewalks, crossing well-lit and safe streets. Buffered bike lanes on Van Buren Street, and other streets, make bicycling safe and comfortable. Eastlake, Verde and Edison parks are easily accessible by bike or on foot, and neighborhoods work with the police to keep them safe. People come from all over the valley to Dia de los Muertos in Verde Park and Juneteenth in Eastlake Park.

*Housing Affordability with Reduced Transportation and Infrastructure Costs* – In 2040, mixed-use development on Van Buren Street and near the rail stations reduces transportation and infrastructure costs (Grant, 2004). Building heights vary from 2–5 stories, which has protected residential neighborhoods from the District's lively commercial corridors. There are housing options for all residents, with formerly vacant lots transformed into attractive mixed-use developments of clean, safe, affordable units, many of which are ADA accessible. In 2040, historic homes in the Eastlake and Garfield neighborhoods have been preserved and restored, sustaining cultural heritage and supporting housing diversity. Mixed-income apartments ensure people of all income levels can comfortably reside in the District, and live-work units near the light rail stations help entrepreneurs reduce costs while they start businesses.

## Areas of Stability and Areas of Transition

Pooling all stakeholder responses identified the following areas of preservation and stability:

- Residential neighborhoods (Garfield and Eastlake Park)
- Parks (Eastlake, Edison, and Verde)
- St. Luke's Hospital
- Educational institutions (ASU Preparatory Academy, Edison Elementary, Faith North School, Garfield Elementary, and Shaw Elementary)
- Churches (First Institutional Baptist, Phillips Memorial Christian Methodist Episcopal, Pilgrim's Rest, and

Tanner Baptist)

- La Tolteca Market and Pro's Ranch Market

Pooling all stakeholder responses also identified three areas with strong opportunity for transitions:

1. *Within two blocks of the 12th Street light rail stations* – In 2040, the stations support a lively neighborhood that balances its historic past with diversity and innovation. Local businesses and quality affordable housing are a short walk or bike ride from the stations. Traffic calming on Washington Street and Jefferson Street makes pedestrians and bicyclists feel safe and comfortable. Buffered bike lanes, wide sidewalks, prominent crosswalks, and street trees host pedestrians and bicyclists traveling to and from the stations. A market with fresh, local food and two bodegas do brisk businesses during the morning and evening commute, and at lunch. Eastlake Park, historic churches, Co+Hoots, and local businesses attract new residents from all over the valley.
2. *Van Buren Street from 11th to 16th Street* – Innovative community engagement and revitalization efforts have returned historic Van Buren Street to an iconic thoroughfare in 2040. It's "Main Street" for the Garfield and Eastlake neighborhoods. Van Buren Street balances old and new, with newer mixed-use developments between beautiful adaptive reuse projects, like the Pickle factory. La Tolteca, and other markets, anchor a cohesive retail streetscape where people dine, shop, and hang out. Restaurants and live/work outlets enjoy high pedestrian and bike traffic, from 2040's bike lanes and wide sidewalks. The modest scale of development allows businesses to thrive, encourages community members to gather, and renews Van Buren Street's historic character.
3. *NE of 16th Street and Van Buren Street* – In 2040, medical infill development on this corner connects St. Luke's Hospital to the biomedical campus downtown. Community leaders and local activists coordinated resident input on development, prioritizing affordability in new units. Now, mixed-income apartments above biomedical offices house everyone from elementary school teachers to surgeons. St. Luke's Hospital and Ranch Market have taken up Local First Arizona's

charge, and lead an area coalition that purchases as locally as possible. Community members feel connected to their food and culture, and the local economy has never been stronger.

## Analysis

*Key Synergies: An Interconnected District* – Across the District, "solution multipliers" will drive the strategy building process and focus implementation efforts. Key synergies in 2040 include:

- Mixed-use development drives economic vitality and walkability, providing housing near jobs, services, and gathering spaces. Proximity lowers transportation and infrastructure costs, and affordable housing options retain existing residents and foster diversity.
- On-street parking, street lighting, buffered bike lanes, wide sidewalks, shade trees, mixed-use first-floor retail, and outdoor dining make for safe and pedestrian friendly streetscapes.
- Access to interconnected pedestrian and bicycle networks, open space, and recreation facilitate healthy, active lifestyles, reduce obesity, and improve public health.

*Sustainability Appraisal* – Participants in this process fully supported most sustainability goals (more detail is available in the full report). Conflicts between sustainability goals and citizen input are noted below, to highlight parts of the vision that may merit further consideration.

*Promoting walkable, bikable neighborhoods* is only partially addressed in this vision. Participants were open to creating more walking and biking options on Van Buren Street. However, low support for lane replacement on Washington Street, Jefferson Street, and 16th Street limits the potential for walkability and bikability. To reach this goal, the Steering Committee will need to discuss and select appropriate investments.

## Conclusion

This summary describes motivational goals gathered through rigorous research in 2012–2013 in the Eastlake-Garfield Transit District. This District has tremendous opportunity to improve livability and vibrancy. Steering Committee collaboration, strong implementation tools, and strategies with specific actions plans can make this vision reality over the next 30 years.

# Correspondence to Scope of Work

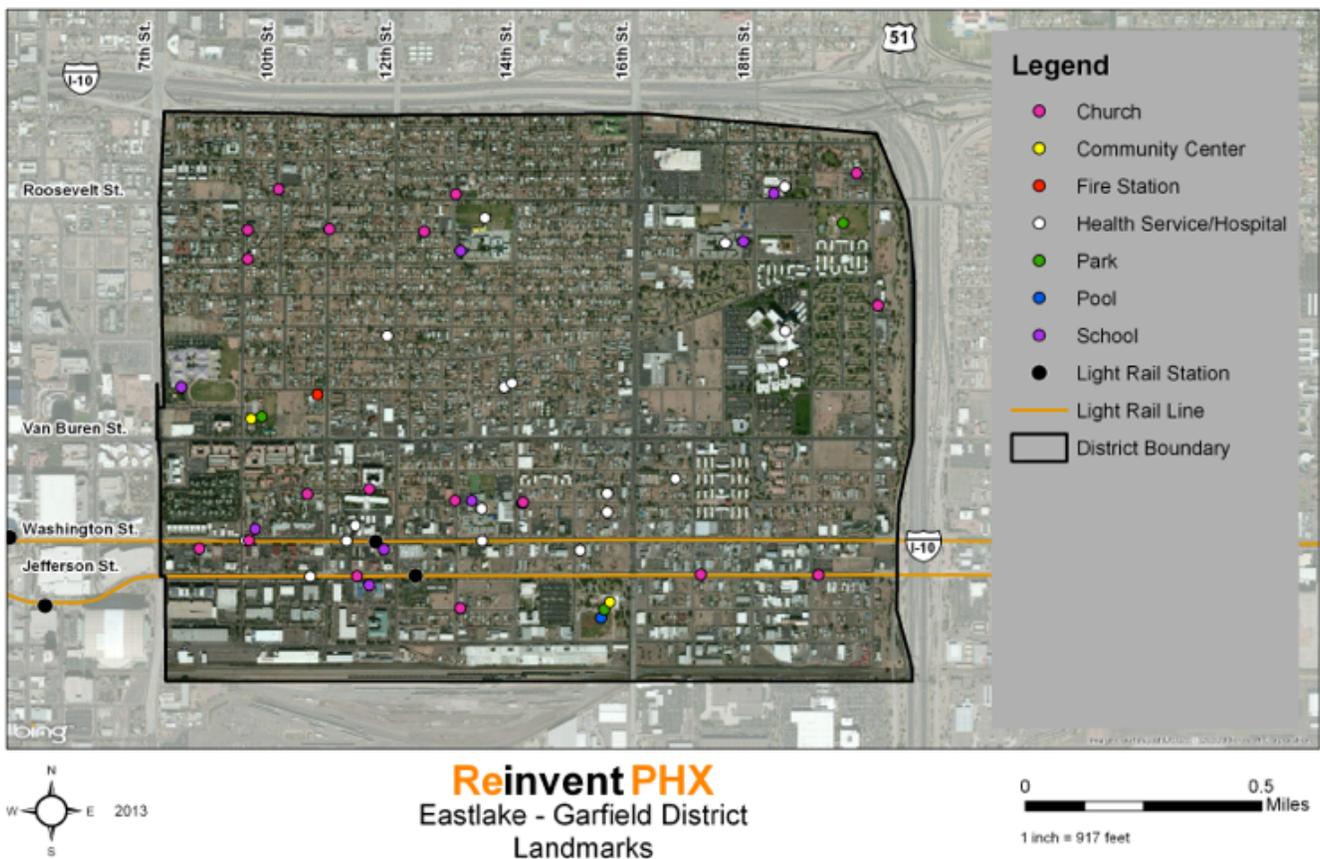
Scope of Work – Guiding Question	Corresponding Chapter
<p>Which areas within the District should be changed? Why?</p> <p>Which areas within the District should be preserved? Why?</p>	<p>Chapter 3.2 (Introductory Sub-Chapter) – This chapter presents results from satellite events in the District that identified transition areas, as well as provides stakeholders’ and residents’ justifications for why these areas were selected.</p>
<p>What types of changes (within the land use, housing, economic development, mobility, green infrastructure, and health element framework)?</p>	<p>Chapter 3.1 – This chapter presents the District-wide vision for the District (according to stakeholders and residents). Each sub-chapter details the changes for the most relevant elements.</p>
<p>Where should each type of change occur?</p>	<p>Chapter 3.2 – This chapter specifies desirable changes for the three transition areas within the District. Each sub-chapter details the changes for one specific transition area.</p>
<p>Which changes are of highest priority?</p>	<p>Chapter 3.2 – This chapter specifies which changes received the highest priority scores or support for the three transition areas within the District (based on the visual preference survey and the visually-enhanced sustainability conversations).</p>
<p>Which properties should develop at greater heights and intensities? How much greater? Where?</p>	<p>Chapter 3.2 – This chapter specifies which properties should develop at greater heights and intensities in the three transition areas within the District (based on the visual preference survey).</p>
<p>Sustainability Outcomes</p>	<p>Chapter 3.5 – This chapter summarizes a sustainability appraisal of key elements of the District vision. However, unlike the Gateway District vision study, the visioning methodology adapted for the Solano District vision study makes sustainability outcomes the main reference point throughout the study (Chapter 2.1).</p>

# Chapter 1 – Introduction

## 1.1. Profile of the Eastlake-Garfield District

The Eastlake-Garfield Transit District is the light rail corridor district that is just east of the downtown district (Johnson et al., 2011). It is bordered by Interstate 10 to the north and east, Jackson Street to the south, and 7th Street to the East. There are two light rail stations near 12th Street, one at Washington Street and one at Jefferson Street (Figure 1).

Figure 1. Eastlake-Garfield Transit District



Serving diverse populations in two distinct neighborhoods (Eastlake and Garfield), the area is a transportation hub with great potential for transit-oriented development. Median income within a ¼-mile of the 12th Street stations is about \$30,000, higher than most parts of the District, yet significantly lower than the \$54,000 average for Greater Phoenix.

To the east of 16th Street, and north of Van Buren Street, Street Luke’s Health Center, Pro’s Ranch Market,

and Edison Elementary School and Park are prominent locations. South of Roosevelt Street is a mix of vacant land, light industrial, commercial, warehouses, and multi-family housing. The northeast corner of the District is more characteristic of the early 20th century, with many single-story ranch-style homes. However, two of Phoenix’ oldest neighborhoods, Eastlake and Garfield, make up most of the district.

Eastlake is bounded by 7th Street to the west, I-10 to the

east, Van Buren Street to the north, and Jackson Street to the south. Single-family homes, small businesses, churches, and schools, including Faith North and Shaw Elementary, characterize the Eastlake portion of the District. Until a 1912 flood, Eastlake was largely home to affluent Phoenicians and winter visitors (City of Phoenix, 1990). After the flood, African Americans migrated into the area, influencing the establishment of the Booker T. Washington Hospital in 1921 and the Booker T. Washington School in 1928. Current homes date back to the 1940s and 50s, and demographics are 15% African American with 85% split between Hispanic and White (2010 Census; U.S. Census Bureau, 2012). Eastlake is in the south half of the District, with Eastlake Park at its very edge. Just south of the District, along Jackson Street, is a heavy industrial zone and rail yard.

Garfield is approximately a half-mile from the light rail stop on 12th Street and Washington Street. The neighborhood is bounded by 7th Street to the west, I-10 to the north, 16th Street to the east, and Van Buren Street to the south. Garfield is considered one of the Valley's first streetcar neighborhoods, with some housing dating back to the 19th century. After Arizona became a state in 1912, economic activity increased in Garfield, leading to subdivision development. The Dennis and Brills Additions were some of the first subdivisions built in the area, providing primarily single-family bungalow housing and a number of churches. Currently, Garfield is over 75% Hispanic (U.S. Census Bureau, 2012), and largely consists of early 20th century ranch-style homes. Many properties are being restored and renovated, and there has been an influx of luxury-inspired condominiums, such as Portland 38. ASU Preparatory Academy, Verde Park, and Garfield Elementary are part of the neighborhood, and Garfield is known for its active artist community, including Alwun House, a non-profit art gallery and notable landmark.

## 1.2. Profile of the Reinvent Phoenix Project

“Reinvent Phoenix” is a City of Phoenix project in collaboration with Arizona State University and other partners, and funded through HUD’s Sustainable Communities program. This program is at the core of HUD’s mission to “create strong, sustainable, inclusive communities and quality affordable homes for all.” It specifically strives to “reduce transportation costs for families, improve housing affordability, save energy, and increase access to housing and employment opportunities” and to “nurture healthier, more inclusive communities” (Office of Sustainable Housing and Communities, 2012). The program explicitly incorporates principles and goals of

sustainability/livability (HUD/DOT/EPA, 2009):

1. Enhance economic competitiveness
2. Provide more transportation choices
3. Promote equitable, affordable housing
4. Support existing communities
5. Coordinate and leverage federal policies and investment
6. Value communities and neighborhoods.

In this spirit, from 2012–2015, Reinvent Phoenix aims to create a new model for urban development in Phoenix. The goals for this new model are to improve quality of life, conserve natural resources, and maintain desirability and access for the entire spectrum of incomes, ages, family sizes, and physical and developmental abilities along the light rail corridor. Reinvent Phoenix aspires to eliminate physical and institutional barriers to transit-oriented development. To do so, the grant will work to catalyze livability and sustainability through capacity building, regulatory reform, affordable housing development, innovative infrastructure design, economic development incentives, and transformational research and planning.

Participatory research design ensures that a variety of stakeholder groups identify strategic improvements that enhance safe, convenient access to fresh food, healthcare services, quality affordable housing, good jobs, and education and training programs. Reinvent Phoenix focuses on six topical elements: economic development, green systems, health, housing, land use, and mobility (corresponding to the Livability Principles). These planning elements are investigated in five transit Districts (from east to west and south to north): Gateway, Eastlake-Garfield, Midtown, Uptown, and Solano. Planning for the Downtown District of the light rail corridor is excluded from Reinvent Phoenix because of previously completed planning efforts, partly using transit-oriented development ideas.

Reinvent Phoenix is structured into planning, design, and implementation phases. The project’s planning phase involves building a collaborative environment among subcontracted partners, including Arizona State University, Saint Luke’s Health Initiatives, Discovery Triangle, the Urban Land Institute, Local First Arizona, Duany Plater-Zyberk & Company, Sustainable Communities Collaborative, and others. While the City of Phoenix coordinates these partnerships, Arizona State University and Saint Luke’s Health Initiatives are working with residents, business owners, landowners, and other

relevant stakeholders in each of the grant's five transit Districts. This effort will assess the current state of each District, as well as facilitate stakeholder expression of each District's sustainable vision for the future. Finally, motivated actors in each District will co-create step-by-step strategies to move toward those visions. Transit District Steering Committees, formed in the planning phase, will host capacity building for their members, who will shepherd their Districts through the remaining Reinvent Phoenix phases.

City of Phoenix staff and Duany Plater-Zyberk & Company will lead the design phase. Designs for canal activation, complete streets, and form-based code will complement the compilation of a toolbox for public-private partnerships to stimulate economic development along the light rail corridor. The design phase will take its cues from the public participation in the planning phase, and maintain ongoing monthly contact with Transit District Steering Committees to ensure the visions of each District are accurately translated into policy and regulations. These steps will update zoning, codes, regulations, and city policies to leverage the new light rail system as a major asset. The design phase is crucial for preparing an attractive environment for investment and development around the light rail.

Finally, the implementation phase will use the city's partnerships with the Urban Land Institute, Local First Arizona, and Sustainable Communities Collaborative to usher in a new culture of development in Phoenix. With the help of all partners, transit-oriented development can be the vehicle to renew Phoenix's construction industry, take full advantage of the light rail as a transformative amenity, and enrich Phoenix with a livable and dynamic urban fabric.

### 1.3. Objectives of the District Visioning Study

The visioning research activities summarized in this report were conducted as part of the Reinvent Phoenix grant, mandated to foster transit-oriented and sustainable development of urban communities in Phoenix. The goals of the study were manifold:

- I. To generate a vision of transit-oriented and sustainable community development, specific to the Transit District for the year 2040. The vision was expected:
  - a. To comply with a set of widely recognized quality criteria, including compliance with sustainability criteria, consistency, and specificity (Wiek & Iwaniec, 2013).

- b. To spell out specific, distinct, and recognizable formations of the vision in identified transition areas within the District.
  - c. To be generated through a variety of public engagements in order to integrate local knowledge, values, and preferences, as well as create public buy-in for the visions created (willingness to contribute to the implementation).
  - d. To integrate several formats, including descriptions, visuals, narratives, and operationalized targets (for specific indicators) to resonate with different audiences and provide information that can be used for various subsequent activities.
  - e. To be applicable in the transformational planning effort of Reinvent Phoenix that integrates visioning, current state assessment, and strategy building (Wiek, 2009; Johnson et al., 2011). This requires coordination with current state assessment activities (indicator selection).
- II. To create a network of key stakeholders and residents who are willing to stay involved in the subsequent Reinvent Phoenix activities and phases (design and implementation) in the District (Johnson et al., 2011).
  - III. To improve the process and content template for visioning research in the Reinvent Phoenix project that has been developed and applied previously (Gateway District) to further guide the Reinvent Phoenix visioning activities (Wiek et al., 2012a).
  - IV. To enhance capacity in visioning and public engagement for planning professionals as well as for stakeholder groups and the public that can be utilized in subsequent initiatives and projects (Smith & Wiek, 2012). This is critical for the bridging the recognized gap between planning research and practice (Krizek et al., 2009).
  - V. To enhance the capacity of students and faculty to collaborate in urban visioning and public engagement efforts that can be utilized in other research and teaching programs and professional projects (Hoyt, 2005).

# Chapter 2 – Visioning Research Process

## 2.1. Overview – SPARC Visioning Research Methodology

The methodological framework employed in this study is based on the so-called “SPARC” methodology – a novel sustainability visioning methodology that has also been adapted for urban planning research (Wiek et al., 2012b). The SPARC methodology adopts and modifies various visioning methods currently in use in urban planning practice (Minowitz & Wiek, 2012). The acronym “SPARC” represents the first letter of key methodological features: *Sustainability-oriented, Systemic, Participatory, Action-oriented, Relevant, Consistent*. For details, consult the two working papers referenced above.

We use the term “vision” in this methodology to reference a state in the *future* deemed *desirable*. As such, visions are a subgroup of scenarios (possible future states) and demarcated from predictions (likely future states). Visions can be operationalized in specific (qualitative and quantitative) goals and targets (Wiek & Binder, 2005; Machler et al., 2012). A vision is different from the process that leads to the achievement of the vision (which is relevant for strategy building). Accordingly, visioning is the process of creating a vision in a more or less structured and reproducible way, as opposed to scenario building (possible future states), forecasting (likely future states), and backcasting (pathways to desirable future states).

Today, cities around the world develop their sustainability visions to guide investments, policies, and action programs, or at least to promote a sustainability attitude. Similarly, the majority of cities in the United States and Canada have adopted visioning processes for their plan updates, often incorporating sustainability ideas; prominent examples include: Imagine Austin (Austin,

Texas), New Orleans 2030, VisionPDX (Portland), Imagine Calgary, GoTo2040 (Chicago), 100 Year Sustainability Vision (Vancouver), Sustainable Montreal, Jacksonville Vision, and Rockford Plan for Sustainability (Rockford). These processes are usually characterized by large public engagement (>1,000 participants), a variety of public engagements settings (e.g., surveys, forums, workshops), and moderate data processing and research support.

The enthusiasm for visioning activities has not been fully matched with rigor and accuracy. The lack of a sound theoretical base and methodology has repeatedly been criticized (Shipley, 2002; Van der Helm, 2009; Wiek et al., 2012b). Scholars and practitioners recognize deficits in visioning projects such as lack of public involvement, extractive engagement techniques, and insufficient data processing. The resulting visions are then flawed, lacking systemic relationships (‘laundry lists’), with inconsistencies and conflicts between vision statements, and reliance on insufficient sustainability concepts. The observed deficits can ultimately lead (and have led in the past) to planning that results in ineffective and conflicting projects and programs, misuse of public money, unintended negative consequences for society and environment, and subsequent public disappointment and dissatisfaction.

Wiek and Iwaniec (2013) have recently reviewed and synthesized the academic literature on quality criteria for developing desirable future states (visions), specifically for sustainability visioning – which is critical for the visioning activities within the Reinvent Phoenix grant (specific mandate). Sustainability-oriented quality visions resulting from participatory urban planning activities display ideally 10 synergistic quality features (Table 1). They ought to be: visionary, sustainable, systemic, coherent, plausible, tangible, relevant, nuanced, motivational, and shared.

Table 1. Key Features of the quality criteria for sustainability-oriented visions

	Quality Criterion	Key Features
1	Visionary	Desirable future state; with elements of (aspirational) surprise, utopian thought, far-sightedness, and holistic perspective
2	Sustainable	In compliance with sustainability principles; featuring radically transformed structures and processes
3	Systemic	Holistic representation; linkages between vision elements; complex structure
4	Coherent	Composed of compatible goals (free of irreconcilable contradictions)
5	Plausible	Evidence-based – informed by empirical examples, theoretical models, and pilot projects
6	Tangible	Composed of clearly articulated and detailed goals
7	Relevant	Composed of salient goals that focus on people, their roles, and responsibilities
8	Nuanced	Detailed priorities (desirability)
9	Motivational	Inspire and motivate towards the envisioned change
10	Shared	Display a critical degree of convergence, agreement, and support by relevant stakeholders and residents

These quality criteria can then be used as design guidelines for visioning methodology. The guiding question is: What methods, tools, and procedures need to be employed, and how do they need to get combined in order to be capable of creating high quality sustainability visions (i.e., visions that comply with the compiled quality criteria)? Sustainability-oriented visioning methodology ought to meaningfully combine and iteratively apply visualization and creativity techniques (corresponding to different quality criteria). These should be embedded in participatory settings with methods for vision review, sustainability assessment, system analysis, consistency analysis, plausibility appraisal, target specification, actor-oriented analysis, and priorities analysis.

The “SPARC” methodology applied in this study has specifically been developed to comply with these design guidelines and quality criteria (as mentioned above, the acronym “SPARC” represents the first letter of key methodological features). The key ingredients of SPARC are: iterative procedures from vision drafts to a sophisticated vision; linking creative and analytical approaches; collaborative interactions with stakeholders and residents; and, visioning as capacity building (Wiek et al., 2012b).

The general SPARC methodology offers a large variety of options for designing visioning processes. We detail below the specific choices we made to build on previous visioning research experiences in the Reinvent Phoenix project (Wiek et al., 2012a) and optimally adopt the SPARC methodology for the District visioning study, considering partnerships, opportunities, and constraints.

## 2.2. Steps, Methods, and Participatory Settings (Public Engagement)

The visioning process was conducted with several public engagements and was structured into seven phases:

1. Framing of the study
2. Research on evidence-supported sustainable vision options
3. Transition area mapping (satellite events and stakeholder interviews)
4. Visioning workshops with visual preference survey and visually-enhanced sustainability conversations
5. Analysis and synthesis (including consistency analysis and sustainability appraisal)
6. Reporting back to the community

We provide details on each phase and summarize some of the key features of the public engagement approach at the end of this chapter.

### 1. Framing of the study

The framing phase oriented, structured, and bounded the visioning process. Framing outcomes include: visioning goals, i.e. content (planning elements), format (description, narratives, indicators), temporal scope (2040), spatial boundaries (District); visioning methodology and participatory design (including type and number of

participants; number of events); project duration, structure (timetable), and resources (budget); as well as lists of participants (potential, invited, recruited). Some of these features had been determined in the preparation of the grant proposal (Johnson et al., 2011) and in the subsequent negotiations on the specific Scope of Work. The remaining features were defined in preparation of and during the first few weeks of the visioning study. The results of this phase have already been presented under Chapter 1.3 above (Objectives).

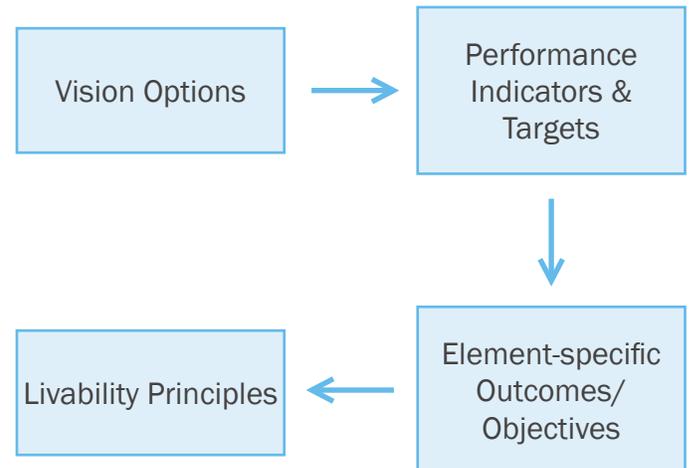
## 2. Research on evidence-supported sustainable vision options

In the second phase, the research team developed the core content for all subsequent visioning activities, including the various participatory events. Unlike in the Gateway District vision study, the visioning methodology adapted for this study made sustainability outcomes the centerpiece throughout the study. Putting sustainability at the center of the study reinforces the overall intention and mandate of the Reinvent Phoenix grant. As stated before, the visioning studies in the Reinvent Phoenix project are *not* simply about asking residents and stakeholders what they want their District to be in the future – the grant is mandated to promote and support transit-oriented and sustainable community development in the light rail corridor. Accordingly, in this phase of the District vision study we developed vision options for all planning elements or core issues (in part vetted through early stakeholder engagements), *which are oriented towards sustainability and livability*. Vision options are physical things, processes, services, and so forth that contribute to sustainability and have been realized somewhere in Arizona, the U.S., or the world (or have at least a proof of concept). This includes, but is not limited to mixed-income housing, revitalized multi-family housing, co-working spaces, job training facilities, businesses in mixed-use buildings, and green streets.

To make sure that the vision options were clearly focused on sustainability, we linked them to three normative reference points (principles, outcomes/goals, targets), representing different levels of operationalization. First, we listed the set of livability principles compiled by the federal administration (HUD/TOD/EPA, 2009). We then aligned a set of outcomes/goals with these principles, which are specific to each of the six planning elements of the Reinvent Phoenix grant (land use, housing, economic development, mobility, green systems, and health). Third, we operationalized each outcome/goal through a small

number of performance indicators and targets. This normative framework not only served the purpose of putting sustainability upfront and center, but also allowed a translation from abstract principles to tangible vision options (Figure 2).

Figure 2. Normative framework translating principle to tangible vision options



The following is an example how the framework linked principles to vision options for sustainable housing:

- *Livability Principal* – Supporting equitable and affordable housing
- *Element Specific Outcome* – Secure housing affordability
- *Performance Indicator* – Percentage of very low-income households with housing cost burden and without appropriate subsidies
- *Sustainability Target* – Less than 0.1% of households in the district
- *Vision Option* - Mixed-income apartments

We developed for each planning element a matrix that linked principles, outcomes/goals, performance indicators with targets, and vision options (see Appendix). All normative components (principles, outcomes/goals, targets), and in particular the vision options were based on a review of scientific literature, project documents, and web sources – to ensure that the resulting vision would be evidence-supported and plausible.

Based on initial (formal and informal) stakeholder conversations and interviews (see Phase 3), the research team selected a subset of vision options to be further developed and then used in the subsequent public participation events described below (see Phases 4 & 5).

For each of the selected vision options, the team compiled detailed information in a profile, including description, sources, examples, and other data points (see Appendix).

In collaboration with graphic designers, the research team finally brought the vision material into an appropriate format for the visual preference survey, the visually-enhanced sustainability conversations, and the online survey (Phases 4 & 5).

### 3. Transition area mapping (satellite events and stakeholder interviews)

The research team conducted 10 satellite events with a structured mapping activity in order to identify transition areas where residents, stakeholders, and city staff were most open to seeing change. The satellite events did not only identify specific locations where change would be desirable or acceptable, but also identified areas of stability where change was considered undesirable or unacceptable. Finally, the mapping offered insights about what type(s) and degree(s) of change were desired. Preparation for satellite events included drafting mapping activities and material, reviews, facilitator training, and dry-run throughs. Satellite events were offered in English and Spanish depending on the composition of the stakeholder group. The guides of the satellite events are included in the Appendix to this report.

### 4. Visioning workshops with visual preference survey and visually-enhanced sustainability conversations

While the satellite mapping events were primarily designed to identify transition areas in the District, the visioning workshops (Figure 3) were designed to elicit preferences on the desirability of the pre-selected vision (investment) options.

Figure 3: Visioning workshops



The research team organized three visioning workshops with the following objectives:

- Data on residents’ and stakeholders’ preferences for vision options, explicitly linked to sustainability goals
- Data for vision narratives that make the vision tangible and enhance its relevance to residents and stakeholders

The workshops used a visual preference survey and visually-enhanced sustainability conversations as the main instruments for collecting data. The visual preference survey (VPS) was designed to present options for height, lane reduction, and open space in each transition area. Participants were asked to comment on and prioritize the presented options. The height VPS included three options that were all City Council approved: an incentive height of 6 stories (considered sustainable), 4–5 stories (considered adequate), and 2–3 stories (which does *not* support the goal of reduced transportation and infrastructure costs). The streets VPS (Figure 4) asked for whether residents would be willing to replace a lane of automobile-centered traffic with a lane designated for walking, biking, and/or parking (lane enhancement). An option of lane narrowing and the current street layout were also offered. The VPS for open space asked residents to rank their preference for open space designated for event, sports, and relaxed recreation. The VPS allowed researchers to determine key aspects of the desired future infrastructure in the District though using simple images that were developed from actually places in each transition area.

Figure 4: Streets Visual Preference Survey



The Visually-Enhanced Sustainability Conversations (VESC) were designed to allow residents to learn about more complex vision options that require more in-depth

discussions and explorations (Figure 5). Similar to the VPSs, the VESCs allowed researchers to determine which goals are most important to residents and stakeholders within each transition area.

Figure 5. Exemplary board to support visually-enhanced sustainability conversations

**Diverse Employment and Training Opportunities**  
Diversificación del empleo y oportunidades de capacitación

**Co-Working Spaces**

- Offices where several organizations can share working space
- Exposes workers to knowledge and training of other organizations, creates resourceful employees, and stimulates collaboration.
- Oficinas en las que diversas organizaciones comparten el mismo espacio de trabajo
- Los trabajadores se mueven en un ambiente de conocimiento y capacitación con las demás organizaciones, creando mejores recursos humanos y estimulando la colaboración.

**Training Opportunities**

- A network that offers training services to increase opportunities for employment, job retention, and skills improvement of a community
- Una red que ofrece servicios de capacitación para incrementar las oportunidades de empleo, retención de empleo y mejora en las habilidades de la comunidad.

**Pros**      **Cons**      **Pros**      **Cons**

The preparation of the visioning workshops took place in several steps, including drafting workshop activities and material, reviews, facilitator training, and dry run-throughs. All workshop activities were offered in English and in Spanish (simultaneous translation); for some breakout groups workshop activities were facilitated in Spanish only. The detailed guide of the visioning workshop is included in the Appendix to this report. Information about location, participants, etc. of the visioning workshops is compiled in Table 2 below.

#### Online Visioning Survey with visual preference survey

The online visioning survey was constructed using a stated preference approach. The survey follows the style of the workshop by providing participants with a set of options to choose from. This way, the survey can reveal participants sympathy for transit-oriented development in their neighborhood. The full survey construction and distribution comprised more than 10 steps, including: various rounds of drafting and review (research team, survey experts, topical experts), pretests, translation (Spanish), creating an online version in Qualtrics (Figure 6), distributing survey (sending link to residents and stakeholders via e-mail), sending reminders, cleaning data, etc. The survey was provided in English and in Spanish. The complete survey is included in the Appendix

to this report.

Figure 6. Qualtrics survey screen



#### 5. Analysis and synthesis

The fifth phase was structured into a series of analytical procedures including data coding, statistical analysis, data interpretation, consistency analysis, sustainability appraisal, and numerous visualizations (GIS mapping, priority mapping, etc.). The various analytical methods ensured that the resulting vision would adequately represent and summarize the elicited information, but also provide critical insights on to what extent the community vision is in compliance with sustainability criteria, and how coherent (consistent) the vision elements are with each other. For details about the analytical methods consult Wiek et al. (2012b). All analytical results are presented in the next chapter (Chapter 3).

#### 6. Reporting back to the community

Reporting back to the community will take place during the March 2014 Duany Plater-Zyberk charrette. This step is critical to make sure that participants can process and reflect on the results from the visioning process. It also allows for feedback that can result in further modifications of the vision for the Solano District. Finally, reporting back keeps residents and stakeholders engaged, and prepares them for the next stage of Reinvent Phoenix activities in the District (strategy building).

## Public engagement

Public engagement was a high priority throughout the visioning process. The research team involved nearly 120 residents and stakeholders through satellite events, interviews, workshops, and other public engagement activities. A key activity, in parallel to the major public engagement events, was conducting exploratory and informal interviews. Core team members conducted these interviews throughout the study in order to gain further understanding of the District, possible transition areas, more information about plans for particular parcels, and the needs of residents and stakeholders. Interviews were conducted with a wide variety of stakeholders that included, apart from residents, city staff, local school officials, neighborhood association leadership, local business leaders, and property owners. The City of Phoenix Planning and Development Department provided the initial list of interviewees, and then a snowballing approach was used to identify additional key stakeholders. Interviews were conducted under the rules and guidelines of Arizona State's Institutional Review Board, and accordingly, quotes are not attributed to specific stakeholders without individual approval.

While stakeholder participation in this study was robust and sufficient to substantiate the presented vision, there is room for improvement. Stakeholder recruitment met several barriers that ranged from stakeholder burnout and time constraints, lack of trust in city- and university-run processes, to low interest from disenfranchised communities based on perceptions of slow or no impacts from similar efforts. Some residents expressed that they have been "over-studied", while some Spanish-speaking residents cited SB1070 and Arizona's laws regarding immigration as reasons for low interest and participation in public planning efforts. People that work in the in the District cited scheduling difficulties and a lack of interest in the area as reasons for not participating in the participatory events. Property owners and business leaders were also difficult to engage, as some did not want to share future development plans, and others were not convinced that community-oriented visioning is a worthwhile endeavor. Online survey participation was also difficult due to time limitations. The barriers identified in this process will be used to devise stronger participation strategies for future work in Reinvent Phoenix. The Steering Committee for this District will work with the research team to ensure that more residents and business leaders are included in subsequent Reinvent Phoenix activities.

Unlike conventional community-based visioning or action research approaches, the public engagement approach adopted in this study was conceived of as capacity building as much as it is intended to generate a high-quality District vision. This required more than just consultation with residents and stakeholders, but actual *collaboration with them*. The District vision is supposed to be a community vision – or more precisely, a vision that, ideally, would be signed off by all relevant constituencies, including various residents, stakeholder groups, as well as the city government and administration. However, the visioning activities conducted under the Reinvent Phoenix grant were different from conventional community-based planning activities – which have the sole purpose of eliciting what the community wants. The visioning task under the Reinvent Phoenix grant was more complex – the goal was to create a District vision that fulfills two requirements (as opposed to only one): (1) the vision ought to comply with livability principles and sustainability concepts, according to the mandate of Reinvent Phoenix (enabled through funding from HUD); and (2) the vision ought to be agreed upon by the community (and, in fact, agreed upon to an extent that the community is willing to actively pursue it). These are challenging requirements, but critical for successful visioning efforts; and therefore, the visioning study presented in this report constitutes a milestone in building professional capacity in planners and stakeholders to craft thorough visions for the future of Phoenix.

<i>Event</i>	<i>Location</i>	<i>Date</i>	<i>Total Participants</i>	<i>ESL Participants</i>	<i>Activities</i>
SE1	Neighborhood Solutions, Inc.	01/31/2013	13	8	1. Reinvent Phoenix presentation 2. Mapping activity for identification of transition areas
SE2/SE3	Shaw Elementary School	02/15/2013	17	17	Same as above
SE4/SE5	Garfield Elementary School	02/22/2013	8	8	Same as above
SE6	Eastlake Park Neighborhood Association	02/26/2013	15	0	Same as above
SE7	Edison Elementary School	02/26/2013	10	3	Same as above
SE8	Garfield Neighborhood Association	02/27/2013	7	2	Same as above
SE9	Verde Park	03/07/2013	7	5	Same as above
SE10	Valley Permaculture Alliance	03/20/2013	5	0	Same as above
W1	Eastlake Park	03/23/2013	19	4	1. Reinvent Phoenix presentation 2. Visioning preference surveys 3. Visually-enhanced sustainability conversations 4. Stakeholder narratives activity
W2	Verde Park	03/28/2013	12	0	Same as above
W3	Puente Organization HQ	04/26/2013	10	10	Same as above
Online Survey	Online	06/17/2013 - 07/18/2013	27	1	Online version of the visual preference survey
	<b>TOTAL</b>		<b>150</b>	<b>58</b>	

# Chapter 3 – Results

The results of the visioning study are presented in four sections:

1. *District-wide vision description* – Summarizes the objective-based sustainability vision of the Eastlake-Garfield District in 2040, according to stakeholders. Markers are placed where the vision refers to specific planning elements, so that those vision descriptions can be used to build planning element strategies (i.e., Mobility, Land Use, Housing, Health).
2. *Vision descriptions for specific transition areas* – Details the objective-based sustainability vision for specific transition areas within the Eastlake-Garfield District in 2040, according to stakeholders (who also chose the transition areas). Each transition area description includes a narrative that illustrates how people envision they will live, work, and play in the District in 2040.
3. *Consistency appraisal of visions* – Summarizes the coherence of the vision provided by stakeholders, identifying potential synergies and conflicts.
4. *Sustainability appraisal of visions* – Summarizes the sustainability of the vision, using a broad range of sustainability criteria, including HUD’s performance measurement and flagship sustainability indicators (Office of Sustainable Housing and Communities 2012). This section is of critical importance for Reinvent Phoenix’s mandate to foster sustainable community development.

All results presented in Chapters 1 and 2 are based on empirical data from the various participatory research activities summarized above (Chapter 2). These result chapters reference their respective data following a simple data source code (see Box below).

## Data Source Code

- IN = Interview (1-on-1s)
- SE = Satellite Event (Group mapping activities)
  - SE1 = Neighborhood Solutions Inc.
  - SE2 = Shaw Elementary School

- SE3 = Shaw Elementary School
- SE4 = Garfield Elementary School
- SE5 = Garfield Elementary School
- SE6 = Eastlake Park Neighborhood Association Meeting
- SE7 = Edison Elementary School
- SE8 = Garfield Neighborhood Association Meeting
- SE9 = Verde Park
- SE10 = Valley Permaculture Alliance
  
- W = Visioning Workshop
  - W1 = Visioning Workshop 1 (March 23, 2013)
  - W2 = Visioning Workshop 2 (March 28, 2013)
  - W3 = Visioning Workshop 3 (April 26, 2013)
  
- N = Narrative Activity
- VPS = Visual Preference Survey
- VESC = Visually-Enhanced Sustainability Conversation
- SLHI = Saint Luke’s Health Initiatives’ Eastlake-Garfield district workshop report (Hager et al., 2012)
- OS = Online Survey

## 3.1 District-Wide Vision for the Eastlake-Garfield District in 2040

In 2040, the Eastlake-Garfield District is economically strong, culturally diverse, and active. On the streets, children bike to school, churchgoers walk to brunch, shoppers stroll to the next store, and entrepreneurs hurry to the next meeting. Residents can take safe bike lanes and wide, shaded sidewalks to local shops, services, and recreational places. Diverse job training, business development, and housing opportunities support a healthy mix of residents and drive local economic stability. The Eastlake-Garfield District is energetic and vibrant.

### *Economic Vitality, Diverse Employment & Training Opportunities, and Reduced Transportation & Infrastructure Costs*

In 2040, Eastlake-Garfield is a hub of locally-grown businesses, built by and employing community members. Employment support organizations have built on the work of the Co+Hoot co-working space, focusing on community building by increasing local capacity [W2; economic development]. The availability of job training and support for young businesses has motivated neighbors to

establish small businesses [W1; W2; W3]. Interest in local production and consumption sparked the creation of the Eastlake-Garfield Business Association, which stimulates the local economy with events celebrating local products, art, and crafts [W1; W2; W3].

Taller mixed-use buildings on major streets and near light rail stations have reduced transportation and infrastructure costs, by 2040. Overall, height varies from two to six stories [VPS], which preserves and protects existing residential neighborhoods, while taking advantage of a dense commercial corridor. A diversity of businesses provide easily accessible goods and services at affordable prices, and small corner groceries sell fresh produce within walking distance of most District residents [SE2; SE3; SE6; SE7; SE8; SE9; SE10; mobility; health; economic development]. A small gym on Van Buren Street holds exercise classes for kids and adults, the bookstore holds weekly story-time events, and people often gather at outdoor cafes [SE4; SE7; SE9; health]. Residents enjoy the accessibility of restaurants, entertainment, groceries, and shopping so close to home, made possible through compact mixed-use development [SE2; SE3; SE4; SE5; SE7; SE8; SE9; SE10; W1; W2, W3; land use; mobility; economic development].

#### *Housing Affordability for all Residents*

In 2040, diverse housing options welcome residents of varying economic and social backgrounds to the Eastlake-Garfield District [SE7]. Vacant lots have become clean, safe, efficient, and quality housing through a large infill-housing initiative [SE1; SE4; SE6; SE8; SE9; SE10; W1]. Garfield's historic, single-family homes have been restored and preserved as a cultural asset, sustaining community heritage and contributing to housing diversity [SE7; SE9]. Mixed-income apartments offer market-priced and affordable units to ensure equal opportunity for people of all income levels to reside in the District [W1; W2; W3; 16/31//VESC]. Units near the 12th Street light rail station are ideal for commuters to the airport and downtown [mobility; housing]. The taller buildings lining Jefferson Street and Washington Street provide live-work spaces for local artists, sculptors, furniture makers, and restaurateurs to combine their living and workspaces, and keep costs down [SE9; W1; W2; W3; 21/32//VESC; mobility; economic development; housing]. Throughout the District, living and working in close proximity allow having reduced transportation costs for the residents and reduced infrastructure (maintenance) costs for the city administration, which is critical in times of limited public and private budgets [SE2, SE4, SE5, SE6, SE8, SE9, SE10;

W1; W2; W3; mobility; economic development; housing].

#### *Walkable, Bikable, Cool Communities with Access to Recreation and Public Open Space*

The ubiquity of active streets and active lifestyles in Eastlake-Garfield are indicative of the vitality and good health that characterize the District. In 2040, lower temperatures due to long term cooling efforts through vegetation and sustainable construction materials, a diverse mix of land uses, and networks of transportation options make Eastlake-Garfield walkable and bikable.

Residents walk and cycle daily because it is cost-effective, healthy, and efficient. The District's extensive bicycle and pedestrian infrastructure (mobility; health) and a major increase in vegetation and shade structures has inspired activity throughout the day. After sunset, as the street lamps and building-mounted lights keep things well illuminated and safe [SE3; SE5; SE7; SE9; SLHI]. Buffered bike lanes have improved safety for users like school children, commuters, and athletes. Sidewalks connect to crosswalks, particularly across Van Buren Street, 7th Street, and 16th Street, and near the 12th Street light rail station. These amenities help residents safely and comfortably walk to nearby neighborhoods, schools, parks, and businesses [SE4; SE7; SE10; health; mobility].

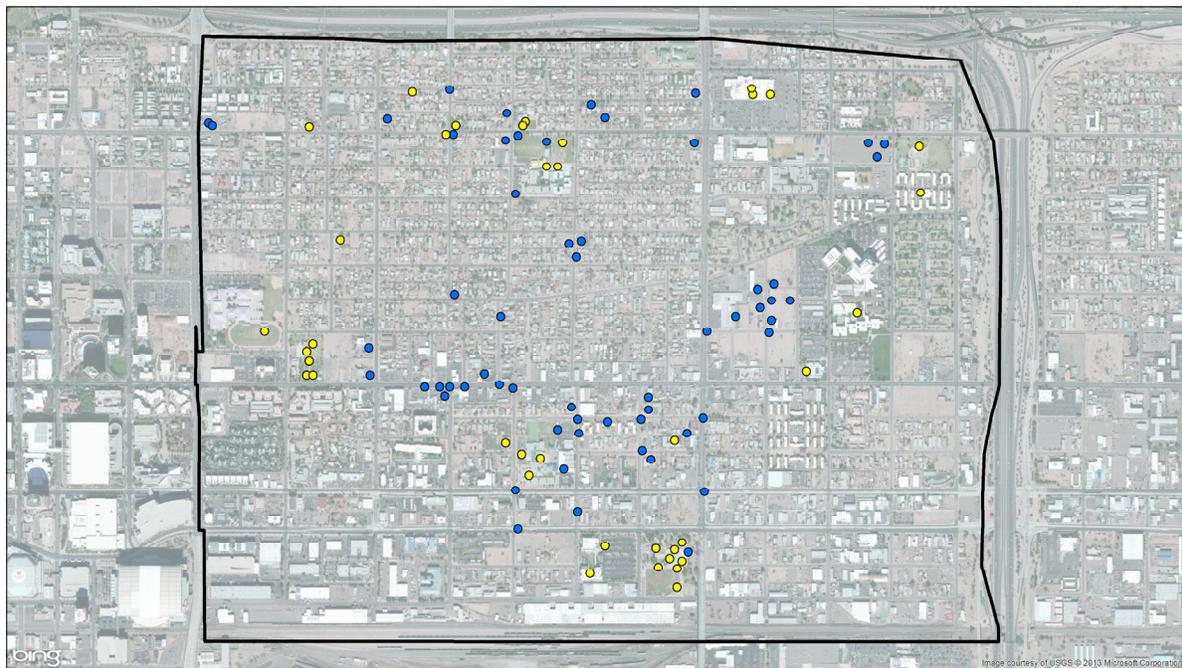
In 2040, there are many opportunities for people to gather and enjoy their community. The District's public parks and open spaces are easily reached from the network of wide sidewalks and bicycle lanes (mobility). The once-vacant square between Washington Street and Jefferson Street is a popular weekend destination valley-wide, for fairs, outdoor craft markets, and farmers markets [W1; W2; 10/26//VPS]. Sales are good for the local merchants who populate the bazaars, and surrounding restaurants and shops capitalize on bustling sidewalks, increasing overall revenues for the District [W1; W2; economic development].

In an effort to cool temperatures, solar-panel covered parking areas keep cars shaded and add energy to 2040's efficient electrical grid [W2; 3/3//VESC; green infrastructure]. Major streets are beautiful and lined with low-water, desert trees that shade pedestrians [SE1; SE2; SE8; SE10; W1; health; mobility; green infrastructure]. Garfield Elementary has one of the District's green roofs, and uses the space as a community garden to teach students about healthy food, lower energy costs, and helps reduce District temperatures by 10–25° F [Jenkins, et al., 2009; SE10; W2; green infrastructure].

### 3.2 Vision Descriptions for Specific Transition Areas (TAs) within the Eastlake-Garfield District

In 10 mapping satellite events, Eastlake-Garfield stakeholders identified specific and general areas of preservation and change. The map below shows stakeholders' preferences for these areas. Yellow dots indicate areas where participants support preservation and stability (no significant changes), and blue dots indicate areas where participants supported changes. The latter areas are called "transition areas". They are the focus of this chapter.

Figure 7: District map with TA dots



Stakeholders showed strong preference to preserve some areas in the District. Locations prioritized for preservation (yellow dots) include:

- I. Existing educational institutions – Stakeholders showed strong interest in where their children go to school, and viewed schools as positive resources in the District.
  - i. ASU Preparatory Academy
  - ii. Edison Elementary School
  - iii. Faith North
  - iv. Garfield Elementary School
  - v. Shaw Elementary School

- II. Street Luke’s Health Center – Stakeholders consistently identified Street Luke’s Health Center as a community asset around which to build new medical services.
- III. Pro’s Ranch Market and La Tolteca – These two Latin American markets are two of few places in Eastlake-Garfield that offer fresh foods and produce.
- IV. Existing churches – There are approximately seventeen churches in the District, including Tanner Chapel, First Institutional Baptist, and Pilgrim’s Rest. Stakeholders identified these religious institutions as vital parts of their communities.
- V. Existing residential neighborhoods – Stakeholders

were concerned that new developments would not consider the needs of existing residents. It is important for new developments to be sensitive to the character of neighborhoods, and prioritize retaining long-time residents.

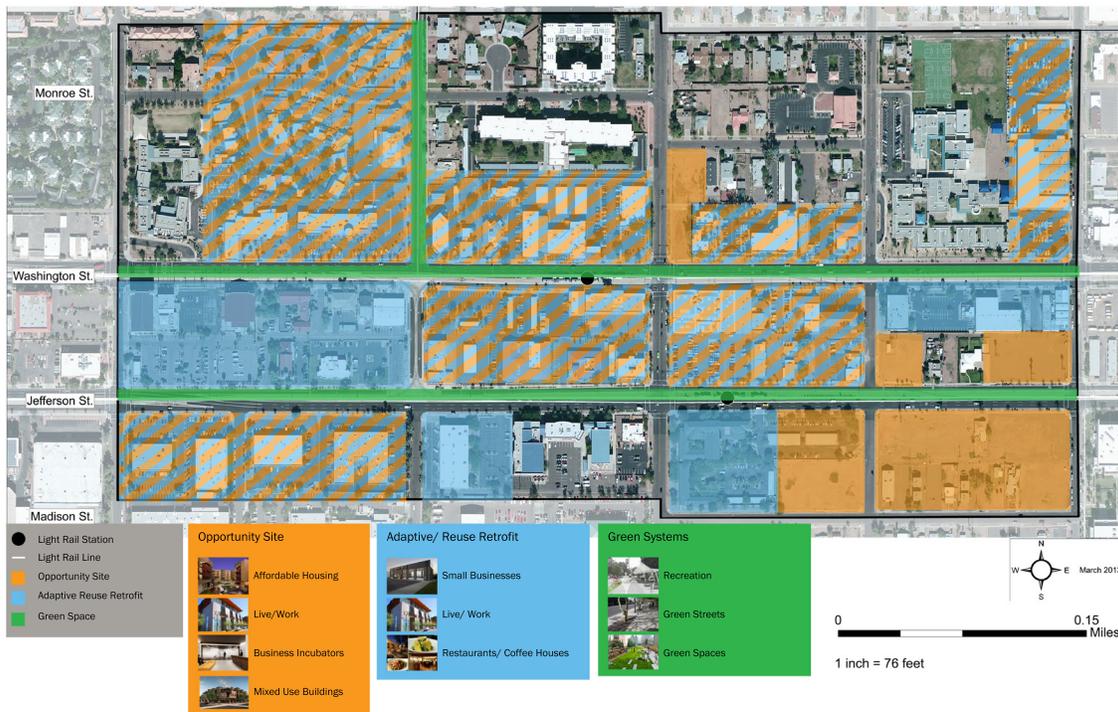
- VI. Existing parks – Stakeholders consistently identified parks as major assets for community gatherings and events, as well as recreation opportunities for children. Many suggested future expansions of the programming in these public spaces.
  - a. Eastlake Park
  - b. Verde Park
  - c. Edison Park

Based on clusters of blue dots, three areas were identified as opportunity sites for transitions (see map for boundaries). The three transition areas (TAs) are:

- I. The area around the 12th Street light rail stations – The 12th Street light rail stations along Washington Street and Jefferson Street are an underutilized resource. Currently, development is insufficient to support ridership. An abundance of vacant and parking lots surround the stations, and people perceive a lack of safety and security. However, there are some assets in the area: Co+Hoots, Valley Permaculture Alliance, Washington Manor, Faith North, Shaw Elementary, and a few churches.
- II. The Van Buren Street corridor from 11th Street to 16th Street – Harkening back to its historical nightlife vibrancy, stakeholders see Van Buren Street as a potential commercial corridor for the District. However, the area is currently seen as dangerous and blighted, plagued with vacant lots and abandoned buildings.
- III. 16th Street and Van Buren – This particular corner of Van Buren Street was identified for its vacant lots and lack of housing opportunities and neighborhood services.

### 3.2.1 Vision for 12th Street

Figure 8: 12th Street Transition Area Map



## Synopsis

In 2040, tradition meets innovation at the 12th Street light rail station area, where people come to live and work in a dynamic neighborhood that fosters local business development. There are a variety of affordable quality housing options, local businesses, as well as job training and services within safe walking and biking distance.

### *A Walkable, Bikable Community with Access to Recreation and Public Open Space*

In 2040, the 12th Street station area is walkable and bikable. Narrowing existing vehicle lanes on Washington Street and Jefferson Street have made pedestrians and cyclists safer and more comfortable [6/13//VPS]. Buffered bike lanes, wide sidewalks, prominent crosswalks, and street trees host pedestrians and bicyclists traveling to and from the light rail stations at 12th and 16th Streets [W1; mobility; health; green infrastructure]. There is a successful market that sells fresh, local food near the 12th Street station, and bodegas are popping up throughout the neighborhood [SE10; health; mobility].

There's safe, easy access to open space for active recreation and sports near the 12th Street station (5/10//VPS; health; mobility). In 2040, small parks dot the area, and provide space for family recreational activities (W1; W2). Sports programming and informal pickup games keep smaller spaces lively, and cultivate a healthy community without the expense of a large sports facility (W1; W2). The square between Washington Street and Jefferson Street is a popular weekend destination for the Eastlake-Garfield community, and valley-wide residents who attend fairs, farmers markets, and festivals there (W1; W2).

### *Economic Vitality Through Strong Local Businesses and the Reduction of Transportation and Infrastructure Costs*

In 2040, the 12th Street station helps create and support local businesses in mixed-use buildings, promoting economic development and vibrant streets (W1; W2). With businesses on the ground floor, and a diversity of housing options above, Eastlake residents can live and work in proximity, allowing for easy commutes and active involvement in their community (W1; mobility; economic development). Some buildings have been retrofitted for a mix of new uses, which retained the neighborhood's character, while bringing fresh energy to the area (W1; W2; Bullen ,2007).

TAXI is an adaptive reuse best practice in a mixed-use community, north of Denver. A former taxi depot building and freight warehouse have been adapted into work and office spaces, residential units, galleries, restaurants, and even a school (Zeppelin Development, Inc., 2011).

Family restaurants, retail, and other services bring people into the streets and folks can meet their shopping needs locally (W1; mobility; economic development). Housing and businesses cater to a range of ages, and because 2040's business owners live near or above their shops, hours are flexible to accommodate the community's needs (W2). Mixed-use buildings attract new residents and developers to the area, and with more people living in the community, commerce is flourishing (W2; Grant, 2004).

Buildings along Washington Street and Jefferson Street transition from six to four stories as they connect the vibrant commercial corridors with older residential development (W1; 7/12//VPS; land use). Taller buildings keep more residents close to services and jobs, encourage interactions with neighbors, and allow for flexible use of space (W1; W2). This reduces air pollution, and transportation and infrastructure costs (W1; health; mobility; Chester et al., 2012).

Near the 12th Street light rail station in 2040, there is strong community support for local business initiatives, products, and services (W2; economic development). Businesses and community organizations have effectively shepherded buy-local initiatives, which educate neighbors about the benefits of local production and consumption (W2; 8/9//VESC).

Local First Arizona (LFA) is a buy-local initiative from a non-profit network of local, independent businesses and supporters that work to strengthen local communities and economies. LFA provides technical assistance, helps with market development, and connects businesses with each other and the marketplace to support Arizona's sustainable businesses (Local First Arizona, 2013).

Not only do local goods and services reduce environmental and transportation costs, but buying local keeps revenue

in the neighborhood and fosters economic vitality (Korsching & Allen, 2004). Locally owned and operated businesses are community assets, providing residents with expertise and excellent service for their products and materials (Acquah, 2012). In 2040, buy-local support for goods and services has sparked investment in new local, independent businesses that characterize the 12th St light rail station (W1, W2).

The successes of local small-scale production have attracted new businesses to move into the area (W1). A variety of independent businesses and services add vibrancy to once-vacant areas on Washington Street and Jefferson Street between 11th Street and 14th Street (SE6; SE10). A coalition of advocates represents local business owners' needs and views to city officials (W2).

### *Housing Affordability for All Residents*

In 2040, the 12th Street station area provides a variety of housing options for a diverse community, and attracts the critical mass of customers required for businesses to thrive (W2; 9/13//VESC). Live-work units occupy some six story mixed-use buildings along Washington Street and Jefferson Street, as well as a few historical buildings, which saves resources and celebrates the community's past (W1). Together, the older and newer buildings provide centrally located housing and workspaces for local artists, sculptors, furniture makers, and restaurant owners, among others (8/9//VESC; housing; economic development). These flexible units conveniently combine living and work space, keep costs down, and reduce transportation costs and commute times, which allows for more time spent with family (W1; Dolan, 2012). Live-work units also assist local economic development, keeping investments and spending local (W1).

The multi-story Phoenix Lofts in Oakland, CA are live-work units above ground floor commercial spaces, in a former warehouse. They are an adaptive reuse project in an existing building that provide housing, employment, and commerce (Thomas Dolan Architecture, 2013).

Mixed-use buildings with live-work options help build relationships, cohesion, and unity because they foster

closer interactions with neighbors (W1; Dolan, 2012). In 2040, live-work housing keeps the 12th Street station area bustling with people at all times of day, and the neighborhood feels safe (W1; health; economic development).

Mixed-income apartments are another popular housing option (4/9//VESC). With a mix of subsidized and market-rate units, these apartments are available to all residents, regardless of socio-economic status (W1; Rosenbaum et al., 1998). People flock to Eastlake in 2040, for quality schools like Shaw Elementary, good city services, and better access to jobs (W1; Center for Transit-Oriented Development, 2009; mobility; housing; economic development). Most mixed-income housing is on the light rail, clusters near stations, and houses commuters to the airport and downtown (IN).

The Symphony Apartments is a mixed-income community in Phoenix's Central City South neighborhood, near 16th Ave and Buckeye. In 2007, a HUD HOPE VI grant helped develop 83 garden-style and townhome rental units. The units feature market-rate amenities, solar-powered common areas, and energy-efficient construction materials and appliances (McCormack Baron Salazar, 2011).

The diversity of residents in mixed-income apartments in 2040 enhances stability and ensures inclusion of lower-income households (Center for Transit-Oriented Development, 2009; Rosenbaum et al., 1998).

### *2040 Resident Narrative*

I'm happy that my grandchildren are growing up in the best environment possible. They live walking distance from my Eastlake apartment complex and I take them to Shaw Elementary everyday. Sometimes after school, we stop at Verde Park, where they play with other kids while I read my book in the shade (W1). I recognize most of the families there from church and the community events that happen in the park on most weekends.

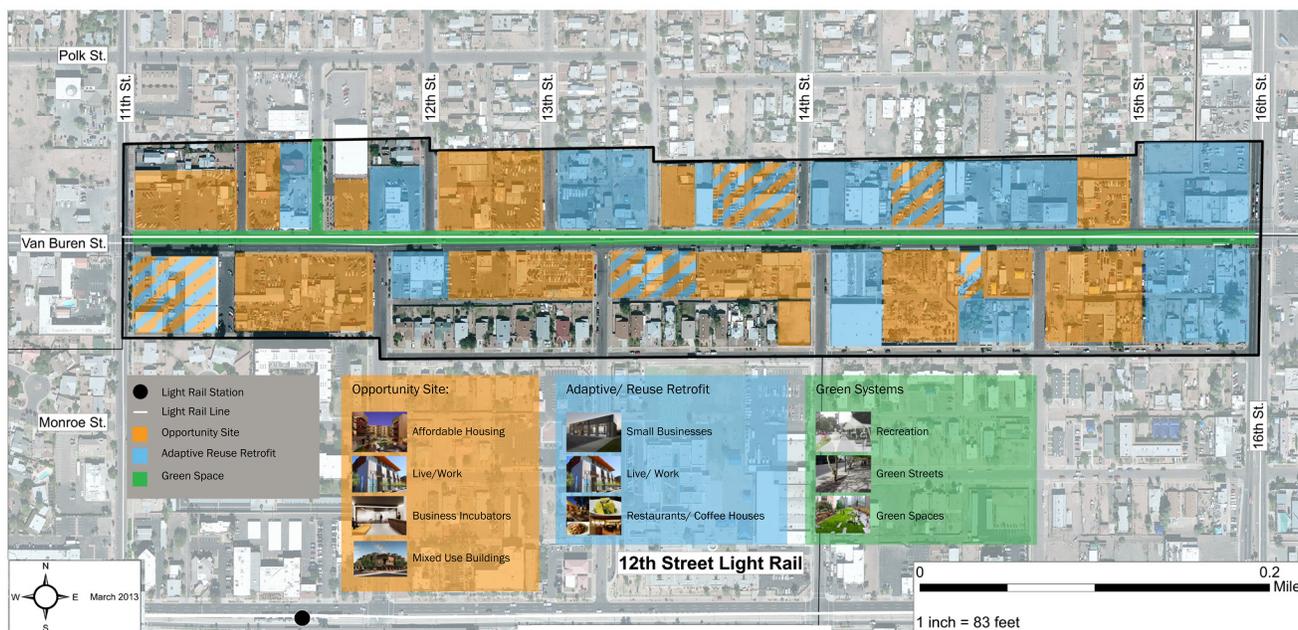
My apartment is about a block from First Institutional Baptist Church, so I can walk there on Sunday mornings. Most folks live nearby, so our congregation is very close. Most Tuesdays, a big group of us go out for dinner at one of the nice family restaurants in the neighborhood. Even though many new businesses have moved into Eastlake,

they are very respectful of our community’s traditions, and the fiber and personality of the neighborhood has remained intact.

Most of the change has been for the better. There is a circulator bus that stops at my church and brings folks around and to Street Luke’s and other medical services. There’s also a wonderful grocery store right at the 12th Street stop, so I can walk down and go food shopping without having to wait for a bus. Some of my friends live farther away, but they say it’s easy to take the light rail to buy groceries by using collapsible carts and bicycle bags. I don’t have to leave Eastlake often, because I can find everything that I need right here; but, some weekends my family takes me on the light rail to see and explore the new exciting things, like Indian School Park, the Art Museum, and urban farms in Uptown.

### 3.2.2 Vision for the Van Buren Corridor

Figure 9: Corridor Transition Area Map



#### Synopsis

Between Garfield and Eastlake, Van Buren is the dynamic backbone of both historic neighborhoods. Through innovative revitalization and community engagement, the historic Van Buren corridor has regained its position as an iconic Phoenix thoroughfare in 2040 that

connects downtown to Tempe, Scottsdale and Phoenix neighborhoods. With mixed-use buildings lining pedestrian and bike friendly streets, residents enjoy access to economic, employment, and affordable housing options. The scale of new development allows businesses to thrive and community members to gather, while maintaining the character of this historic street.

### *Economic Vitality Through Strong Local Businesses and Diverse Employment and Training Opportunities*

In 2040, the Van Buren corridor is a bustling section of the Eastlake-Garfield District that encourages local business development by providing job training to local residents (W1; W2; W3//VESC). Business incubators have popped up in retrofitted buildings, and are now an integral part of the success of the area (W2; 4/10//VESC). The incubators have brought like-minded together to access economic opportunities (W2; Hackett & Dilts, 2004). With shared office space, professional consultation, and technical assistance, business incubators promote economic vitality along Van Buren Street and deep into the surrounding communities (economic development).

Capital Factory is an Austin, TX business incubator that fuels residents' entrepreneurial spirit with month-to-month office spaces, local mentors, and essential classes for startup ventures (Capital Factory, 2013).

Similarly, a buy-local initiative along Van Buren promotes local economic development (4/10//VESC), and educates community members about the benefits of buying locally (Korsching & Allen, 2004). As a result, business along the corridor has been steadily increasing.

Co-working spaces are a popular option for start-ups and smaller organizations along Van Buren (2/4//VESC). Many older buildings have been adaptively reused as shared office space for several organizations or groups. Not only do these spaces decrease rents for smaller organizations, they also expose workers to the knowledge and training of other organizations, and stimulate collaboration (W1; Spinuzzi, 2012). In 2040, one-stop workforce systems along the corridor are targeted at job and skills training (2/4//VESC; economic development; Holcomb & Barnow, 2004). These networks offer critical training services for job retention, skills improvement, and opportunities for new employment, making locals more competitive throughout the job market (W1).

Maricopa Workforce Connections, a one-stop career center with locations around the Valley, provides free comprehensive career search and workforce training assistance to residents to help prepare them for their next job (Human Services Department, 2012).

Together, the workforce system and co-working spaces along Van Buren corridor prepare people with the training and skills required for a diversity of jobs (W1). In turn, the spectrum of businesses along Van Buren Street has expanded, and the local economy is thriving.

Most businesses occupy creatively renovated buildings or the ground floor of multi-story residential complexes that allow for convenient live-work opportunities (SE5, SE1, W2; economic development; land use; housing). Four to five story mixed-use developments give more residents access to local services and retail, as well as reduce transportation and infrastructure costs (W1; 9/18//VPS; Chester, et. al., 2012; land use; economic development; mobility). Local markets, like La Tolteca, anchor a cohesive retail streetscape that provides plenty of options and places to gather (SE3; SE8).

### *A Walkable and Bikable Community*

With bike lanes, on-street parking, and wide tree-lined sidewalks (W1; W2; 12/18//VPS; mobility), 2040's Van Buren Street is a valley-wide attraction where residents and visitors spend the day, and well into the evenings, comfortably browsing the shops along the corridor (economic development). Trees and awnings provide shade during the day, while pleasant on-street lighting makes for safe late-night dining or friendly gatherings at the local pub (SE1; SE3; green infrastructure). Less traffic and more crosswalks have made 2040's Van Buren Street a safe environment for pedestrians and cyclists (SE9; SE3; health). Reasonably priced parking structures and on-street metered parking offers better access to commercial property while minimizing the need for large parking lots. This parking strategy channels revenue back into the corridor for maintenance and beautification (SE9; W2).

### *Housing Affordability for All Residents*

In 2040, Van Buren Street offers a variety of housing options in mixed-use buildings that cater to a wide spectrum of income levels, provide a vibrant street presence, and lower transportation and infrastructure costs (Grant, 2004). Live-work housing in adaptively reused buildings supports affordable lifestyles that provide entrepreneurs with the space they need to start businesses (W1; W2; 8/12//VPS; Dolan, 2012).

Dutch Boy Studios in Oakland, CA is a live-work development where local artists have turned warehouses into collaborative studio spaces, and fostered a creative community (Dutch Boy Studios, 2013).

By combining comfortable living with functional workspace, residents can combine urban living with a zero-commute lifestyle (W1, W2, W3; housing; mobility; economic development; Dolan, 2012). Live-work also provides retail and services for the area. Live-work space and 2040's Van Buren Street buy-local initiative draw attention to small businesses, and help build a community identity among local residents and business owners (W1; W2; W3; 4/10//VESC; economic development).

Mixed-income apartment buildings are another popular option, and help to maintain the residential makeup of Van Buren Street in 2040 (W2; 7/12//VPS). Affordable units in many buildings have effectively mitigated displacement of long-time residents (W2). Housing options for differing income levels maintains price stability (W2; W3), and all residents can afford to live in well-maintained, high quality developments that maintain the area's diversity (W2; W3; Rosenbaum et al., 1998). Local jobs in ground floor businesses give residents of all backgrounds the chance to participate in the community and find employment. (W1). Mixed-use buildings, combined with local business development efforts and ample job training opportunities, allow businesses to hire and train residents in the very same building. This provides live-work opportunities for low-income residents, and helps offset cost of living (W1; Dolan, 2012). At four to five stories, the buildings maintain a neighborhood skyline and avoid urban canyons, while increasing the corridor's 2040 population that frequents local businesses (W1; W2).

#### *Access to Recreation and Public Open Space*

In 2040, Van Buren Street hosts open space where residents relax, attend community events, and build a sense of place (W1; 6/9//VPS; health). Some parks are large, similar to Eastlake Park or Verde Park, and some are small pocket parks next to mixed-use apartment complexes. Regardless of size, these spaces bring locals and people from other communities to relax in the Eastlake-Garfield District (W2). Family friendly parks provide a safe space for picnics, barbeques, movies in the park, or sunrise yoga classes (W1; W2; 5/9//VPS;

health). New parks near well-maintained mixed-use developments have increased foot traffic, which supports local businesses and keeps people on the street, creating a safe atmosphere (SE1; SE3; SE7; W2; health). On Saturdays in 2040, many people dine at street side cafés and walk through the parks, enjoying the weather on their way home.

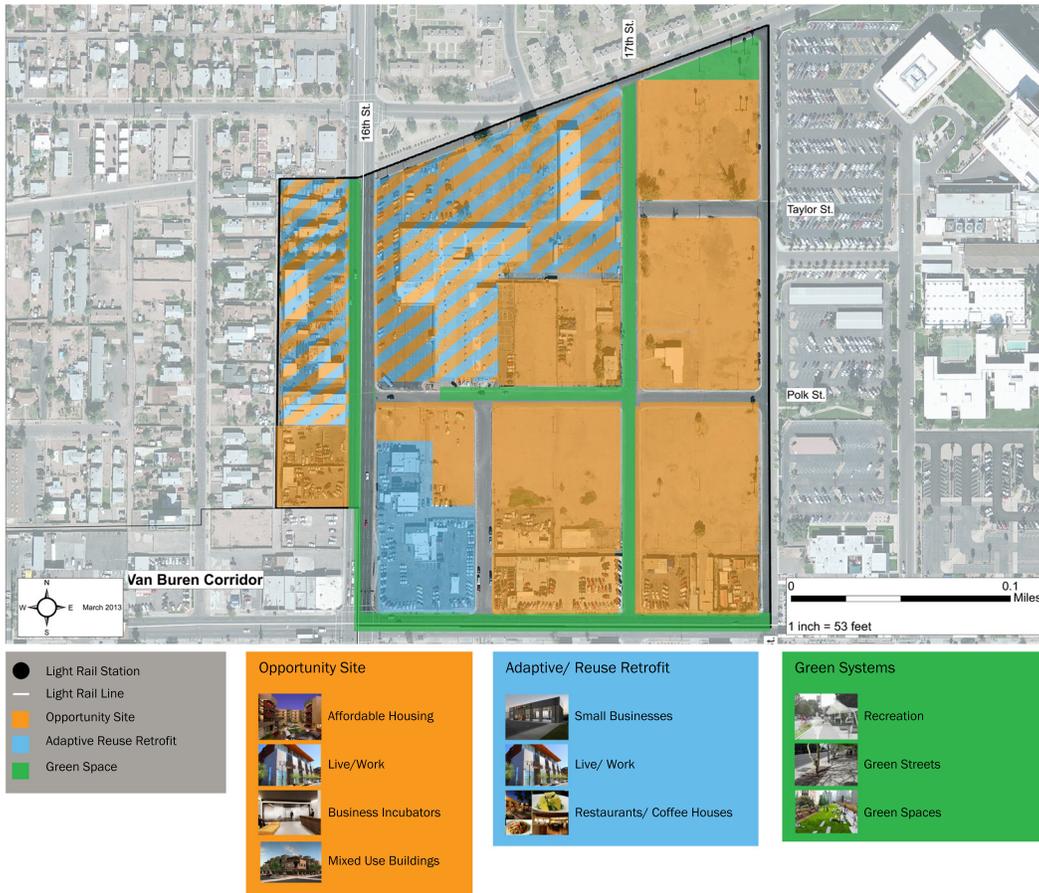
#### *Narrative*

I grew up in Garfield and have been happy to see the reinvention of Van Buren Street. The transformation of old warehouses and car lots into new uses has been great for the neighborhood. Some of my old friends have moved back and used local business incubators to start successful ventures. We often get together on the weekends and walk down the streets we knew as kids. Many places are familiar, and we like to see the new things that have appeared. It's nice to have little cafés and coffee shops in our old neighborhood. It makes us proud.

The best thing about living on Van Buren Street is living close to work (W1). My commute is from the fifth floor to the first, where I opened my software business. It's still small, but has begun to draw people from as far as Central Avenue. Van Buren Street has lots of people walking and biking, so foot traffic is good (W1; W2; W3). My repeat customers use on-street parking, and some take the bus to the stop one street over. I'm friendly with the other proprietors in the area, and since I joined their association and buy-local effort, business has only improved (W2).

### 3.2.3 Vision for 16th Street and Van Buren Street

Figure 10: 16th Street Transition Area Map



#### Synopsis

In 2040, Van Buren Street and 16th St has built on its rich historic past by embracing a diversity of housing options and local economic vibrancy. Infill development has brought new businesses to the compact, dense, and pedestrian friendly area. Close proximity and strong connectivity between residential and commercial land-uses has reduced transportation and infrastructure costs, and established a sense of community.

#### *A Walkable, Bikable Community with Access to Recreation and Public Open Space*

People bustle around 2040's Van Buren Street and 16th St, headed to an array of services in proximity to residents' homes. A lane of Van Buren Street in each direction has become buffered bike lanes and widened sidewalks, connected by prominent crosswalks (10/13//VPS;

mobility). In 2040, residents and visitors enjoy beautiful, shaded sidewalks and lower temperatures while they walk and bike to their favorite restaurants and shops (SE 2; SE 4; SE 5; SE 7; SE 9; W1; W2; W3; health, mobility; economic development, green infrastructure). A variety of open spaces dot the community and host popular family friendly events (2/3//VPS), like concerts in the park, outdoor movie nights, and afternoon scavenger hunts. These activities, among others, have augmented a strong sense of place and community.

#### *Housing Affordability for all Residents and Reduced Transportation and Infrastructure Costs*

In 2040, a variety of affordable housing options are available near 16th Street and Van Buren Street. Infill development has covered the gaps, saved valuable space, and brought vibrancy back to the area (W1). A committee of community leaders and local activists has

worked to ensure that residents are involved in decision-making for new developments (W3), and have priority for new, affordable units (W3). A variety of mixed-income apartments now surround 16th Street and Van Buren Street, with long-time residents in over half of the units (5/9//VESC). With balanced numbers of subsidized and market-rate units in the same development, people of all income levels have the opportunity to live in the area (W3), keeping the area integrated and dynamic (W1; W3; Rosenbaum et al., 1998).

Chicago's Roosevelt Square mixed-income apartments won an award for its visionary approach to reducing poverty isolation and stimulating community assimilation. This was accomplished by allowing one third of its 2441 homes to become affordable, subsidized housing while another third was priced at the market rate. (Chicago Neighborhood Development Awards, 2013).

In 2040, affordable, live-work units around 16th Street and Van Buren Street (4/9//VESC) increase community cohesion and inclusion (W3). With these flexible units, residents work close to home, which has built strong relationships, a rooted community (W3; economic development), and saved on commute times and transportation costs (W3; mobility; Dolan, 2012). With home and work located in the same building, resources such as gas, time, and energy are saved everyday, allowing for more time for relaxation with family (W3). Because live-work units provide services, they are close to other shops and major services, including fresh food markets and childcare, thus reducing traffic and parking concerns (SE2; SE3; SE5; SE7; SE8; SE9; W1; W3; mobility). The immediacy of major services improves accessibility for residents while further reducing transportation costs (SE 9; W1; W2; Avent 2011).

The mixed-income apartments, live-work units, and other commercial and mixed-use buildings that line Van Buren Street and 16th Streets respect the historical character of the neighborhood by retaining two to three stories along the street frontage, and step back from the street at four to five stories (W1; W3; 4/12//VPS; 5/12//VPS; land use). As a result, a human-scale streetscape provides pedestrian comfort, while higher population reduces transportation and infrastructure costs, and drives development of once vacant areas.

### *Economic Vitality Through Strong Local Businesses*

In 2040, 16th Street and Van Buren Street is a vibrant commercial center with retail shops, and restaurants inhabiting once-vacant lots. Infill development, taller buildings, and a more comfortable pedestrian environment have encouraged stores and services to move to the area (SE 2; SE 3; SE 4; SE 5; SE 8; SE 9; W1; economic development). A buy-local initiative supporting independent local businesses has provided diversity and cultural richness, and invested money back into the community (W1; W3; 4/9//VESC; economic development; Korsching & Allen, 2004). This coalition of local business owners and non-profits has supported struggling, older businesses to retain the area's assets, and leveraged them to revitalize local economic activity (W3). Inspired by Ranch Market's local buying, the coalition promotes local production and consumption of goods, which are more relevant to the community (W1). Community members feel connected to their food and culture, and the local economy has never been stronger. The emphasis on buying local has spurred cooperatives, including hardware stores and pharmacies, as well as a community-based food co-op (W3).

Business incubators have followed Co+Hoots to 16th and Van Buren Street, building out the corner's entrepreneurial credentials (5/9//VESC). In 2040, guidance, mentorship, collaboration, and shared costs provide an environment for diverse, innovative ideas to grow and mature into tangible independent ventures (W3; Spinuzzi, 2012). This model is inclusive and successful due to a variety of incentives for community involvement (W3). Business incubators finance outreach campaigns together, to attract new members with passion and exciting new ideas (W3). Training workshops, volunteer opportunities, and internships make the business community permeable to the neighborhood, and help transfer knowledge (W3). A number of start-ups surround Street Luke's Health Initiative, financing, training, and hosting firms in the healthcare, bioscience, and technology fields.

The Texas Technology Development Center provides early stage support and mentoring to beginning-state entrepreneurs in the bioscience field. The Center builds capacity by working with universities and research institutions to provide guidance and expertise in the field (The Texas Technology Development Center, 2013).

As a result of this business environment, there are a diversity of jobs available near 16th Street and Van Buren Street, which is a beacon of productivity and opportunity in the Eastlake-Garfield District (W1; W3; economic development).

#### *Narrative*

Many of my co-workers mentioned the wider sidewalks and protected bike lanes before we moved here a few years ago. I wanted to be close to my work in a biomedical lab next to St Luke's Health Center. Now, every morning after walking my dogs, I bike to my favorite coffee shop at 16th and Van Buren Street, then head to work. I particularly enjoy the ride because of the public art on display, which is mainly supported by local organizations. I am so glad the traffic lanes were replaced so it's safe to walk and bike (W3)!

We live in a new mixed-income apartment complex, and have really enjoyed getting to know our neighbors. Food served at barbecues in the grill area is always different, with such diverse backgrounds all living in one place (W3). Our building community has weekly events at the park around the corner, so we all know each other pretty well. We feel really safe, because everyone helps each other out, and there is a strong sense of community. I recently started growing vegetables in our little community garden plot, and love to share the produce at work and with friends.

### 3.4 Consistency Analysis of the Eastlake-Garfield Vision

The following section discusses the results of a consistency analysis conducted to identify synergies and conflicts between elements in the Eastlake-Garfield District vision. Consistency is a critical quality criterion for visions, suggesting that they should be composed of compatible goals and free of inconsistencies and conflicts. Incompatible or conflicting goals would provide an ambiguous direction and might lead to conflicting, or at least non-synergistic, developments in the real world (when the vision is implemented), which might undermine the overall aspirations of the vision (Wiek & Iwaniec, 2013). The results of the consistency analysis provide important insights for modifications and fine-tuning of the vision, including the reconciliation of potential conflicts, in order to enhance its consistency and thereby its chances of success (delivering on the promise). The full consistency analysis is presented in the Appendix to this report.

#### 3.4.1 District-wide Synergies

*Mixed-Use Development and Housing Affordability:* Data from all three transition areas promotes mixed-use development for economic vitality. The desire for both mixed-use development and affordable housing near the light rail and bus routes has the potential to reduce transportation and infrastructure costs. This can be achieved through lower automobile and fuel costs for individuals and less infrastructure costs for the City of Phoenix because it can concentrate funding in its more urban areas with out building new infrastructure at the fringes of the city.

*Economic Vitality, Job Training, and Affordable Housing:* The District vision for 2040 includes live-work housing that help entrepreneurs start businesses, which incentivize local purchasing and keep money in the neighborhood. Localized business support and job training support other residents find and prepare for jobs. They can refine their skills and become more competitive, which boosts local economic development lowers unemployment, and creates lively neighborhood where people can live, train, and work.

*Safe and Pedestrian Friendly Streetscapes and Access to Recreation and Open Space:* District-wide, stakeholders want buffered bike lanes, widened sidewalks connected by crosswalks, shade trees, on-street parking, street lights, storefront-lined streets, and public open space. Together, these would transform the District for walkability, relaxation, and events at all times of the day and night, and encourage healthy, active lifestyles that reduce obesity. Restaurants and cafés with outdoor seating, and open and inviting storefronts, would deter crime, increase safety, and facilitate a bustling atmosphere, bringing economic vitality to the District.

#### 3.4.2 Key Synergies by Transition Area

These key synergies demonstrate where resident support for future options are supportive of each other, such as the synergy between economic vitality, increased affordable housing, pedestrian friendly streets that support businesses are supported by residents who can easily get there from nearby homes. Each Transition Area in the District has synergies that support their unique character.

*12th Street:* The area around the 12th Street station is youthful, creative, and an inspiring place to live for business and tech-minded young professionals who also care

about affordability. Resident support of sufficient height, mixed-use buildings, and mixed-income developments in this area, combined with pedestrian and bicycle friendly streets, is consistent with resident desire for an area focused on economic vitality and affordable living options.

*Van Buren Corridor:* The Van Buren corridor is the spine of the District that allows Garfield and Eastlake residents to safely walk and bike into downtown, while providing shopping, eating, employment opportunity on the ground floor of desirable live/work housing. Resident support for diverse employment opportunities and economic vitality are consistent with one-stop workforce systems and co-working spaces that help start-up businesses gain traction and provide local employment.

*16th Street and Van Buren:* This area is home to many of the District's workers, and successful health care oriented businesses. Affordable housing and economic vitality are consistent with support for live-work developments and buy-local initiatives. Money is kept in the community through entrepreneurs living and working in proximity, and through an emphasis on local production and consumption.

### 3.4.3 Potential Conflicts

*Friction between transition areas and neighboring communities:* Mixed-use development may not be sensitive to some of the areas existing character and aesthetic. Work needs to be done to ensure new development is built so neighboring single family homes retain privacy, and security.

*Height in transition areas:* With support for height increases in all Transition Areas, it will be important to limit impacts on existing residences. Urban canyons and loss of privacy can be mitigated with gradual development over time, varying heights, and smooth transitions between new and existing development.

*Maintaining current state while advocating for improved safety:* While there is agreement to accommodate non-motorized mobility options, a fair number of stakeholders articulated the desire to maintain the current street design around the 16th Street and Van Buren Street and 12th Street Transition Areas. It will be difficult to improve safety along transportation corridors without making any adjustments to the current states of the roads and sidewalks. Development of storefront lined streets would draw people to the area, demanding well

planned parking and traffic flow, but these developments will be less successful if changes to the existing state of the infrastructure are not made.

## 3.5 Sustainability Appraisal of the Eastlake-Garfield Vision

The following section discusses the results of a sustainability appraisal conducted to determine in how far the Eastlake-Garfield District vision aligns with the sustainability objectives and sustainability-oriented options as derived from various academic and professional literature sources. The method chapter of this report (see above, Chapter 2) details the specific process through which sustainability objectives and sustainability-oriented options were created to frame the visioning activities and inform the structure of this appraisal. The Reinvent Phoenix grant is funded through the U.S. Department for Housing and Urban Development's Sustainable Communities Program and has the explicit mandate to foster sustainable community development. Accordingly, sustainability becomes a critical quality criterion for the Eastlake-Garfield vision – not optional, but *mandatory*. It is important to note that sustainability visions are a specific type of visions. These visions ought to be not only desirable, but also provide guidance towards a sustainable future. In fact, there might be tensions between what is desirable and what is sustainable – what is desirable from a short-term or individual or even community perspective might not be sustainable from a long-term and collective perspective (at times, beyond the district). Thus, the sustainability visions produced here need to comply with livability and sustainability criteria (Wiek & Iwaniec, 2013).

*Preserving neighborhood character and culture:* Participants were invested in preserving the District's historic and cultural character [SE7; SE9; W2; W3]. While this goal was not initially discussed as a sustainability goal, there is an important element of social and cultural sustainability that emerged from these discussions and should be further explored (Furze, 1996, Stevens, 1997, Wai-Yin & Shu-Yun, 2004). However, the neighborhood character that consists of low-density land use and characterizes many historic neighborhoods is not aligned with other sustainability goals, mainly due to inefficiencies in water, energy, and transportation infrastructure. Given that, the goal of preserving character and culture may need more input, and discussions of how best to integrate the cultural, social, economic, and environmental dimensions of sustainability (i.e., what to preserve, for whom, to what extent, and at what cost) will continue to be addressed in the Steering Committee.

*Reduced transportation and infrastructure costs:* In the Eastlake-Garfield district, citizens were willing to accept some increase in building height, especially for the 12th Street TA [VPS], where the acceptance of higher density and transit-oriented development was in alignment with the sustainability goal of reduced transportation and infrastructure costs. This goal is based on research done within Phoenix that has shown that an increase in urban infill and mixed-use, multi-story development will result in reduced vehicle miles traveled (VMT) (Chester et al., 2012). Given that, there was one option within the VPS, the building height options of 2–3 stories, which is not a sufficient option in order to achieve this sustainability goal. Even so, the 2–3 story option was popular for both Van Buren Street transition areas [VPS], which raises a concern about the larger support for this sustainability goal within this district. While there is some support for increased density and multi-story development, the preference for the lower-end heights leaves room for improvement when considering the district's commitment to this sustainability outcome.

*Promote walkable, bikable neighborhoods:* For both Van Buren Street Transition Areas, the majority of participants supported increasing the bikability and walkability of the district by replacing street lanes with amenities such as buffered bike lanes, wider sidewalks, and street trees. These would all increase walkability and accessibility of businesses, while still providing for vehicular traffic [W1; W2]. Increasing the walk/bikability of the district supports sustainability in the form of increased human health and well-being by promoting physical activity and helping to improve air quality and reduce respiratory illness (Berman, 1996; Cervero, 1996; Jackson, 2003; Sallis et al., 2004; Frank et al., 2006). For the 12th Street TA, participants were more inclined to support narrowing the existing lanes and maintaining traffic flow, while providing more limited opportunities for new cyclist and pedestrian amenities [W1; W2]. The no-change option that preserves existing lanes and does not provide pedestrian amenities was chosen by some participants for the 16th Street and Van Buren Street as well as for the 12th Street Transition Areas, due to safety and congestion concerns [W1; W2]. This option does not support the sustainability objective. Overall, there is support for the promotion of walking and biking [VPS], but this goal cannot truly be met without support to create a connected network of pedestrian-oriented streets in the entire district.

*Economic vitality through strong local businesses:* Preferences for mixed-use, business incubators, and buy-local initiatives were evenly distributed among all

Transition Areas. All of these options support local, economic vitality and help align the future of the district with this sustainability goal. Business incubators provide capital, mentorship, and affordable workspace for emerging businesses to grow, and research suggests that incubators may be associated with local economic expansion and investment (Hackett & Dilts, 2004). Buy-local initiatives promote local production and consumption of goods and services, and it is found that this, too, offers potential for improving local economic vitality (Korsching & Allen, 2004). Finally, mixed-use businesses support vibrant street life and help create vibrant urban districts (Grant, 2004). These options work synergistically to support the sustainability objective of economic vitality through strong local businesses in the district.

*Housing affordability for all residents:* The construction of affordable units along Van Buren Street and near the light rail at 12th street was supported by residents, and there was the greatest preference for live-work housing followed by mixed-income apartments [VESC]. There was little support for prefabricated homes as an option for creating affordable housing opportunities [VESC]. Participants recognized that live-work housing lowers transportation costs and expenses for proprietors and nearby patrons [W1; W2; W3] and increases housing density [SE7; SE9], which helps align the vision with another sustainability goal of reducing transportation costs (Dolan, 2012). Mixed-income apartments allow various income groups to live in the same building (Rosenbaum et al., 1998), which would also increase housing density and can help establish informal networking amongst residents and help motivate lower-income residents to look for employment (Brophy & Smith, 1997). In turn, this vision option would address goals of employment for the residents of the district and further support the objective of affordability. Overall, preferences for live-work housing and mixed-income apartments are in line with the sustainability objective of providing housing affordability for all residents. However, there is still an overwhelming preference for single-family homes within the district, which will be a significant barrier to achieving affordability. There will have to be even greater acceptance of alternative housing options, in order to realize the goal of providing housing affordability for all residents within the District.

*Diverse employment and training opportunities:* This objective was discussed for the Van Buren Corridor and 12th Street Transition Areas. One-stop workforce systems were consistently preferred as a method to ensure the existence of employment assistance and expertise on workforce development (Holcomb & Barnow, 2004).

There was also support for co-working spaces, which provides a way for individuals and professionals to form relationships through collaboration and networking. This will help foster community-building and sustainability (Spinuzzi, 2012) and would provide important resources and connections for working professionals in the district. Finally, support university-community partnerships can be a means of increasing resources for addressing community problems and needs (Baum, 2000), and can be a source of information, technology, and support regarding employment and training opportunities. While it was not discussed in all TAs, the combination of these services can help bring both new employment opportunities as well as workforce training to the citizens of Eastlake-Garfield, and is aligned with the goals for sustainability.

*Cool neighborhoods* To address this sustainability objective, workshop participants indicated support for solar parking [W1; 3/3] in the 12th St TA and supported shade trees throughout [SE1; SE2; SE8; SE10]. Trees are important assets in helping to reduce surface temperatures in Phoenix and may also contribute other benefits such as improving air quality and reducing storm water runoff (City of Phoenix, 2010). However, the support for these options as ways to create cool neighborhoods may be insufficient for achieving the sustainability goal. First, there is tension between the desire for trees and the associated water requirement, especially when considering the desert climate of Phoenix. In order for this to be a viable sustainability option, there should be preference for native trees that have adapted to the low-water environment and can help address the sustainability objective without having an associated, unsustainable component. Further, the desire for solar parking may not be an indication of support for cool neighborhoods and instead may uncover a desire for more parking and auto-centric development. From this data, it is unclear as to whether the Eastlake-Garfield district is in full support of doing what is necessary in order to create cool neighborhoods.

# References

- Acquah, J. K. (2012). Local building materials initiative builds on benefits of buying local. Tompkins Weekly Series. <http://sustainabletompkins.org/uncategorized/local-building-materials-initiative-builds-on-benefits-of-buying-local/>
- Avent, R. (2011, September 3) One path to better jobs: More density in cities. *The New York Times*, pp. SR6. Retrieved from: [http://www.nytimes.com/2011/09/04/opinion/sunday/one-path-to-better-jobs-more-density-in-cities.html?pagewanted=all&\\_r=0](http://www.nytimes.com/2011/09/04/opinion/sunday/one-path-to-better-jobs-more-density-in-cities.html?pagewanted=all&_r=0)
- Baum, H. S. (2000). Fantasies and Realities in University-Community Partnerships. *Journal of Planning Education and Research*, 20(2), 234–246. doi:10.1177/0739456X0002000208
- Berman, M.A., (1996). The transportation effects of neo-traditional development. *J. Plan. Lit.* 10 (4), 347-363.
- Brophy, P. C., & Smith, N. (1997). Mixed-Income Housing : Factors for Success. *Cityscape: A Journal of Policy Development and Research*, 3(2), 3–31.
- Bullen, P. a. (2007). Adaptive reuse and sustainability of commercial buildings. *Facilities*, 25(1/2), 20–31.
- Capital Factory. (2013). *CapitalFactory*. Retrieved from <http://www.capitalfactory.com/>
- Center for Transit-Oriented Development. (2009). TOD 201: Mixed-income housing near transit: Increasing affordability with location efficiency. Washington, DC: Reconnecting America. Retrieved from: <http://tod.drcog.org/sites/default/files/documents/tod201mixedhousefinal.pdf>
- Chester, M. et al. (2012). Smart Growth Along the Proposed Phoenix Light Rail Expansion Lines Can Reduce Future Urban Energy Consumption and Environmental Impacts. *ASU Libraries Digital Repository*. Retrieved from <http://hdl.handle.net/2286/R.I.15667>
- Chicago Neighborhood Development Awards. (2013). Outstanding For-Profit Neighborhood Real Estate Project. Retrieved from <http://www.lisc-cnda.org/Past-winners/13th-Annual-CNDA-Winners-2007/Outstanding-ForProfit-Neighborhood-Real-Estate-Project.html>
- City of Phoenix. (1990). Eastlake Park Neighborhood Redevelopment Plan. [Online] Available at: [http://phoenix.gov/webcms/groups/internet/@inter/@dept/@dspd/documents/web\\_content/pdd\\_pz\\_pdf\\_00052.pdf](http://phoenix.gov/webcms/groups/internet/@inter/@dept/@dspd/documents/web_content/pdd_pz_pdf_00052.pdf)
- Dolan, T. (2012). *Live-work planning and design: Zero-commute housing*. Hoboken, New Jersey: John Wiley & Sons.
- Frank, L. D., Sallis, J. F., Conway, T. L., Chapman, J. E., Saelens, B. E., & Bachman, W. (2006). Many pathways from land use to health: Associations between neighborhood walkability and active transportation, body mass index, and air quality. *Journal of the American Planning Association*, 72(1), 37–41.
- Furze B, Lacy TD, Birckhead, J. (1996) Culture, conservation and biodiversity: the social dimensions of linking local level development and conservation through protected areas. Wiley: Chichester.
- Grant, J. (2007). Encouraging mixed use in practice. Presented at International Planning Symposium on

Incentives, Regulations and Plans: The Role of States and Nation-states in Smart Growth Planning. University of Maryland Habiforum Foundation, The Netherlands.

Hackett, S. M., & Dilts, D. M. (2004). A Systematic Review of Business Incubation. *Journal of Technology Transfer*, 29, 55–82.

Hager, C. J. et al. (2012). Existing Health Conditions for the Eastlake-Garfield District, Phoenix (2012). Project Report to the Reinvent Phoenix Project, City of Phoenix.

Hoyt, L. (2005). A core commitment to service-learning: Bridging planning theory and practice. In: Hardin, M.C., Anthony Eribes, R., Poster, C. (eds.) (2005). *From the Studio to the Streets: Service-learning in Planning and Architecture*. Sterling, VA: Stylus Publishing. pp. 17-31.

Human Services Department - Workforce Development Maricopa County. (2012). *Workforce Development*. Retrieved from <http://myhsd.maricopa.gov/Divisions/Workforce-Development.aspx>

Jackson, L. E. (2003). The relationship of urban design to human health and condition. *Landscape and Urban Planning*, 64, 191–200.

Jenkins, B., Bhat, A., Bostros, C., Fong, K., Patel, V., Vallada, C., & Watts, A. (2009). Implementation of Green Roof Sustainability in Arid Conditions. Environmental Protection Agency. Retrieved from: [http://cfpub.epa.gov/ncer\\_abstracts/index.cfm/fuseaction/display.abstractDetail/abstract/8850/report/F](http://cfpub.epa.gov/ncer_abstracts/index.cfm/fuseaction/display.abstractDetail/abstract/8850/report/F)

Johnson, C., Upton, C., Wiek, A., & Golub, A. (2011). Reinvent Phoenix: Cultivating Equity, Engagement, Economic Development and Design Excellence with Transit-Oriented Development. Project Proposal. City of Phoenix and Arizona State University.

Korsching, P. F., & Allen, J. C. (2004). Locality based entrepreneurship : A strategy for community economic vitality. *Community Development Journal*, 39(4), 385–400.

Krizek, K., Forysth, A., Schively Slotterback, C. (2009). Is there a role for evidence-based practice in urban planning and policy? *Planning Theory & Practice*, vol. 10, pp. 459-478.

Local First Arizona (2013). About local first Arizona. Retrieved from <http://www.localfirstaz.com/about/index.php>

Machler, L., Golub, A., & Wiek, A. (2012). Using a “Sustainable Solution Space” approach to develop a vision of sustainable accessibility in a low-income community in Phoenix, Arizona. *International Journal of Sustainable Transportation*, vol. 6, no. 5, pp. 298-319.

McCormack B. S. (2011). Phoenix Symphony Apartments Open. *McCormack Baron Salazar News*. Retrieved from <http://www.mccormackbaron.com/news/entry/community-news/2011/11/09/phoenix-symphony-apartments-open>

Minowitz, A., Wiek, A. (2012). Visioning in Urban Planning – A Literature Review. Working Paper. School of Sustainability, Arizona State University.

Holcomb, P., & Barnow, B. S. (2004). *Serving People with Disabilities through the Workforce Investment Act's One-Stop Career Centers* (pp. 1–52).

- Rosenbaum, J. E., Stroh, L. K., & Flynn, C. A. (1998). Lake Parc Place : A Study of Mixed-Income Housing. *Housing Policy Debate*, 9(4), 703–740.
- Sallis, J. F., Frank, L. D., Saelens, B. E., & Kraft, M. K. (2004). Active transportation and physical activity: Opportunities for collaboration on transportation and public health research. *Transportation Research A*, 38, 249–268.
- Spinuzzi, C. (2012). Working Alone Together: Coworking as Emergent Collaborative Activity. *Journal of Business and Technical Communication*, 26(4), 399–441.
- Stevens, S. (1997). Introduction. In *Conservation through cultural survival: Indigenous peoples and protected areas*. Island: Washington, DC; 1-32
- The Texas Technology Development Center. (2013). T3DC. Retrieved from <<http://t3dc.org/>
- Thomas Dolan Architecture. (2013). “The Phoenix Lofts”. Live-Work. Retrieved from <http://live-work.com/projects/the-phoenix-lofts/>
- U.S. Census Bureau (2012). Census 2010 – Data Center Results. Summary file of socio-demographic data of 240 census blocks with centroids in the Gateway District.
- Wai-Yin, C., & Shu-Yun, M. (2004). Heritage preservation and sustainability of China’s development. *Sustainable Development*, 12(1), 15–31. doi:10.1002/sd.224
- Wiek, A., & Binder, C. (2005). Solution spaces for decision-making – A sustainability assessment tool for city-regions. *Environmental Impact Assessment Review*, vol. 25, no. 6, pp. 589–608.
- Wiek, A. (2009). Beyond Business-as-usual – Transformational Planning and Governance for Sustainability. Working Paper. Sustainability Transition and Intervention Research Lab, School of Sustainability, Arizona State University.
- Wiek, A., Selin, C., & Johnson, C. (Eds.) (2010). *The Future of Phoenix – Crafting Sustainable Development Strategies*. Project Report. School of Sustainability, Arizona State University, Tempe, AZ.
- Wiek, A., Golub, A., Kay, B., Harlow, J., Cohen, M., Minowitz, A., Soffel, M., Avallone, D., Castaneda, M., Quinn, J., Schmidt, J., Altamirano Allende, C., Kuzdas, C., Iwaniec, D., Xiong, A., & Thiagarajan, N. (2012a). *Sustainable Vision for the Gateway District, Phoenix*. Project Report to the Reinvent Phoenix Project, City of Phoenix.
- Wiek, A., Iwaniec, D., & Kay, B. (2012b). *Sustainability Visioning in Urban Planning Research [SPARC-UP]*. Working Paper. Sustainability Transition and Intervention Research Lab, School of Sustainability, Arizona State University.
- Wiek, A., & Iwaniec, D. (2013, in press). Quality criteria for visions and visioning in sustainability science. *Sustainability Science*.
- Zeppelin Development, Inc. (2011). Taxi 1 & 2. Zeppelin Places. Retrieved from <http://www.zeppelinplaces.com/taxi.html>

## Arnim Wiek

Principal Investigator

Arizona State University  
School of Sustainability

Email: [arnim.wiek@asu.edu](mailto:arnim.wiek@asu.edu)

## Aaron Golub

Principal Investigator

Arizona State University  
School of Sustainability  
School of Geographical Sciences and Urban Planning

Email: [aaron.golub@asu.edu](mailto:aaron.golub@asu.edu)

### Partners:

---



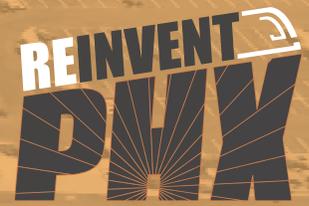
City of Phoenix



St. Luke's Health Initiatives



GLOBAL INSTITUTE  
of SUSTAINABILITY  
ARIZONA STATE UNIVERSITY



\*\*\*\*\*