Enhancing Connectivity in the P83 District

A Fall 2020
Collaborative Project with
Arizona State University's
Project Cities & the
City of Peoria

ASU
Sustainable Cities Network
Arizona State University
Project Cities

PEORIA ARIZONA

PART 1:

Project and community introduction

GET TO KNOW THE PROJECT

ABOUT ASU PROJECT CITIES

ABOUT THE CITY OF PEORIA

EXECUTIVE SUMMARY

KEY STUDENT RECOMMENDATIONS

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This report represents original work prepared for the City of Peoria by students participating in courses aligned with Arizona State University's Project Cities program. Findings, information, and recommendations are those of students and are not necessarily of Arizona State University. Student reports are not peer reviewed for statistical or computational accuracy, or comprehensively fact-checked, in the same fashion as academic journal articles. Editor's notes are provided throughout the report to highlight instances where Project Cities staff, ASU faculty, Municipal staff, or any other reviewer felt the need to further clarify information or comment on student conclusions. Project partners should use care when using student reports as justification for future actions. Text and images contained in this report may not be used without permission from Project Cities.

Cover images:

City of Peoria, Google Maps, and Project Cities

ACKNOWLEDGMENTS

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Michael Finn, City Councilmember

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On behalf of the Julie Ann Wrigley Global Futures Laboratory, the Global Institute of Sustainability and Innovation, and the School of Sustainability, we extend a heartfelt thank you to the City of Peoria for enthusiastically engaging with students and faculty throughout the semester. These projects provide valuable real-world experience for our students and we hope that their perspectives shine light on opportunities to continuously improve Peoria's future livelihood and community well-being.

TABLE OF CONTENTS

PART 1
GET ACQUAINTED WITH THE PROJECT

PART 2
PLACEMAKING & CONNECTIVITY IN P83

To access the original student reports, additional materials, and resources, visit:
links.asu.edu/PCPeoriaPlacemaking20F

ABOUT PROJECT CITIES

The ASU Project Cities program uses an innovative, new approach to traditional university-community partnerships. Through a curated relationship over the course of an academic year, selected Community Partners work with Project Cities faculty and students to co-create strategies for better environmental, economic, and social balance in the places we call home. Students from multiple disciplines research difficult challenges chosen by the city and propose innovative sustainable solutions in consultation with city staff. This is a win-win partnership, which also allows students to reinforce classroom learning and practice professional skills in a real-world client-based project. Project Cities is a member of Educational Partnerships for Innovation in Communities Network (EPIC-N), a growing coalition of more than 35 educational institutions partnering with local government agencies across the United States and around the world.

ABOUT SUSTAINABLE CITIES NETWORK

Project Cities is a program of ASU's Sustainable Cities Network. This network was founded in 2008 to support communities in sharing knowledge and coordinating efforts to understand and solve sustainability problems. It is designed to foster partnerships, identify best practices, provide training and information, and connect ASU's research to front-line challenges facing local communities. Network members come from Arizona cities, towns, counties, and Native American communities, and cover a broad range of professional disciplines. Together, these members work to create a more sustainable region and state. In 2012, the network was awarded the Pacific Southwest Region's 2012 Green Government Award by the U.S. EPA for its efforts. For more information, visit *sustainablecities.asu.edu.*

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Sustainability through local action

ABOUT PEORIA

Ranked as the No. 1 place to live in Arizona by Money Magazine, the City of Peoria is currently home to over 171,000 residents. The City enjoys a reputation as a family-oriented, active community with an exceptional quality of life. Peoria entertainment and recreational amenities include attractions such as Lake Pleasant, trails, and community parks.

The City has also demonstrated a strong commitment to sustainability, as evidenced by its incorporation of LEED building design standards, a council-adopted Sustainability Action Plan, and the "Green Team" staff dedicated to managing organization-wide sustainability initiatives.

PEORIA TEAM

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Peoria Project Leads

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Peoria is the place
World class ▪ Sustainable ▪ Future Ready

peoriaaz.gov

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July 7, 2021

Dear Peoria community members,

It is with tremendous appreciation and excitement that we bring to your attention the results of the second year of our collaboration with ASU's Project Cities program. Although it was a very different kind of year than the first year of our collaboration, that did not dampen the energy of the students or the final results of their work. This partnership has provided the opportunity to work with faculty and students across several academic programs, benefitting from their insights, creativity, and diverse perspectives on a number of projects. Many of these entailed public participation, and you may have participated by completing a survey that was distributed in our community through a variety of platforms.

Project Cities is one of several partnerships we enjoy with ASU, and part of our ongoing strategy to engage with community partners to leverage our resources as we address the many issues that face us as a local government. With a modest investment in this program, we have received extensive research, recommendations, and deliverables that take several key initiatives to the next level for us. These include our efforts around water conservation, transit, recycling, and the possibilities around our Skunk Creek corridor in P83. By engaging students and faculty on these subjects, we have advanced our understanding and positions on each one much more quickly than we could have without their assistance.

The results provided on each project provide us with invaluable insights into many of our most important opportunities, and will position us to better serve our community. The city has already begun to incorporate the students' deliverables into next steps in advancing these projects. We look forward to continuing this work on additional projects in the coming year, and cherish our partnership with ASU and Project Cities.

Sincerely,

Cathy Carlat, Mayor

Jeff Tyne, City Manager

Peoria, Arizona

Proud partner of

ASU Sustainable Cities Network
Arizona State University

Project Cities

Rio Vista Recreation Center

Demographics

total population: **179,872**

median age: **39.8**

highly skilled and educated workforce of 85,252

11,997 veterans live in Peoria

78% of residents are homeowners

median property value: **$331,700**

33% of residents hold a Bachelor's degree or higher

median household income: **$75,323**

Schools

#3 of 131 Best School Districts for Athletes in Arizona

#5 of 40 Best School Districts in Phoenix Metro Area

#7 of 130 Best School Districts in Arizona

The Peoria Unified School District is one of the largest employers in the West Valley. The district consistently receives high ratings and offers signature programs such as the Career and Technical Education programs.

Peoria is also home to Huntington University, a liberal arts college offering digital media education in animation, broadcasting, film, graphic design and other digital media arts.

Leading industries

Peoria, Arizona is not just a scenic suburb of Phoenix, but also a thriving economic development hub with an educated workforce and high-end residential living. There are over 4,000 employers and more than 75,000 people employed within Peoria. Leading industries include health care and social assistance, retail trade, and finance and insurance. Highest-paying industries include utilities, manufacturing and public administration. Beyond these industries, Peoria works actively to attract businesses from aerospace and defense, film and digital media, technology and innovation, hospitality and tourism, and research and development. Peoria is the place for business owners, developers and investors.

Health Care & Social Work
10,905 employees

Retail Trade
10,628 employees

Finance & Insurance
6,574 employees

History

Founded in 1886 by Midwestern settlers, Peoria is nestled in the Salt River Valley and extends North into the foothills around Lake Pleasant. Beginning as a small agricultural town, the economy received a major boost when a railroad spur line was built along Grand Avenue. The construction of the Roosevelt Dam in 1910 secured a reliable water supply, attracting more settlers to the area and business endeavors to the town center. Peoria's economy continued to have an agricultural focus for decades. Continually growing, Peoria assumed city status in 1971 with a population of 4,792. It has since grown into a city with a population over 175,000, and is renowned for its high quality of life and recreational amenities.

Sustainability

Peoria has demonstrated leadership in municipal sustainability efforts through a wide range of actions. Listed below are some of the City's sustainability accomplishments.

- Incorporation of LEED building design standards
- Appointment of a full-time city staff member who manages and coordinates sustainability initiatives
- Sustainable urban planning practices including open space planning and water management principles
- Sustain and Gain: Facebook page and brochures keep residents up to date on city sustainability efforts and ways to get involved
- Water Conservation Program: free public classes, public outreach at city events, and water rebate incentives for residents
- Council-Adopted Sustainability Action Plan: this strategic planning document, in its second iteration, ensures city departments are developing sustainability-oriented goals, tracking success metrics, and encouraging cross-communication in the preparation of Sustainability Update presentations made to the Peoria City Council on an annual basis
- Sustainable University: courses and workshops to empower residents to make small changes that make Peoria a better place to live. Topics covered include residential solar, gardening, composting and recycling

Awards and recognition

- Number One City to Live, Work and Play in 2021 *(Ranking Arizona)*
- Received three Crescordia awards by Arizona Forward at the annual Environmental Excellence Awards in 2016
- 12th City for Green Space in the U.S. in 2019 *(Wallethub)*
- Top 15 Safest Cities in the U.S. 2017-2019 *(Wallethub)*
- 6th Wealthiest ZIP Code in 2020 *(Phoenix Business Journal)*
- Top 50 Hottest Hoods in 2018 *(Phoenix Business Journal)*
- 10th Best City to Raise a Family in 2018 *(Wallethub)*
- Top 100 Golf Course in U.S. 2017-2019 *(Golf Digest)*

Lake Pleasant

1886 — **2020**

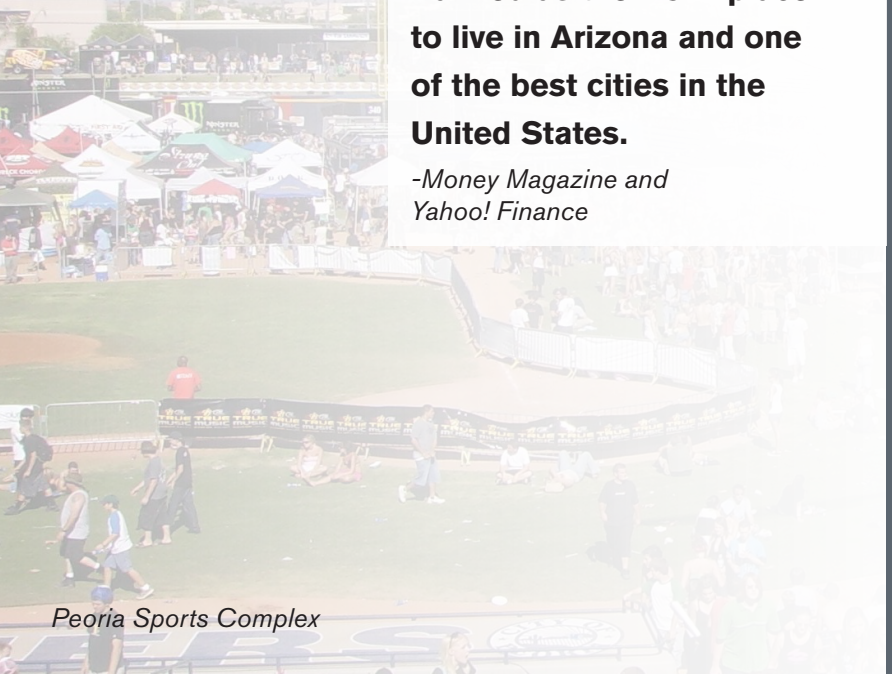
- **1889** — Peoria founded by William J. Murphy
- **1889** — First school district formed
- **1919** — Chamber of Commerce organized
- **1954** — Assumed city status with a population of 4,792
- **1954** — Peoria incorporated
- **1971** — Centennial celebration
- **1977** — Brewers spring training begins at Greenway Sports Complex
- **1986** — Theater for the Performing Arts and Rio Vista Recreation Center opened
- **1994** — Peoria Sports Complex opened
- **2007** — 20-year extension spring training agreement with San Diego Padres and Seattle Mariners
- **2012** — Selected as site of new $70M health clinic for Maricopa County Integrated Health System
- **2017**

Livability

Peoria is renowned as a great place to raise a family and start a career. A plethora of local amenities and attractions contribute to Peoria's livability. Beyond the tourist attractions of Spring Training and Lake Pleasant, the City offers many community facilities and recreational opportunities for all ages and interests such as an extensive public park system and annual community events. Peoria's dedication toward livability is also evident in the City's latest General Plan which addresses sustainable water use, housing, public services and more.

Ranked as the No. 1 place to live in Arizona and one of the best cities in the United States.

-Money Magazine and Yahoo! Finance



Peoria Sports Complex

Peoria strives to uphold these six major livability priorities in order to maintain an exceptional quality of life for its citizens.

- Arts, Cultural and Recreational Enrichment
- Economic Prosperity
- Smart Growth
- Superior Public Services
- Healthy Neighborhoods
- Integrated Transportation

Community facilities

- Peoria Community Center
- Rio Vista Recreation Center
- Peoria Sports Complex
- Peoria Center for the Performing Arts
- 36 neighborhood parks
- 2 libraries
- 3 swimming pools
- 6 golf courses
- 9 lighted multi-purpose ball fields
- 15 tennis courts

Lake Pleasant

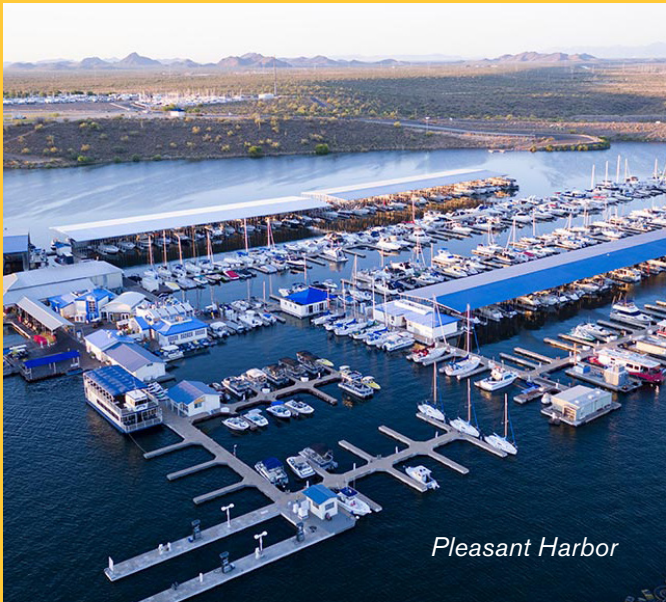
Urban ecology, ecotourism and recreation

Peoria is surrounded by the natural beauty of the Sonoran Desert and is home to Lake Pleasant, a 23,000-acre park and major recreational asset to the North Valley. The transient Agua Fria River and New River flow through Peoria, as do a multitude of washes and creeks. Most notable perhaps is Skunk Creek — known for the recreational trails running alongside it — which forges a connection between Peoria and Glendale. Northern Peoria is home to beautiful mountains and buttes including Sunrise Mountain, Calderwood Butte and Cholla Mountain.

Boasting over 300 days of sunshine annually, Peoria's ecotourism opportunities are a steady industry for residents and visitors. The City features over 60 miles of trails for walking, biking and horseback riding, as well as 570 total acres of accessible park land.

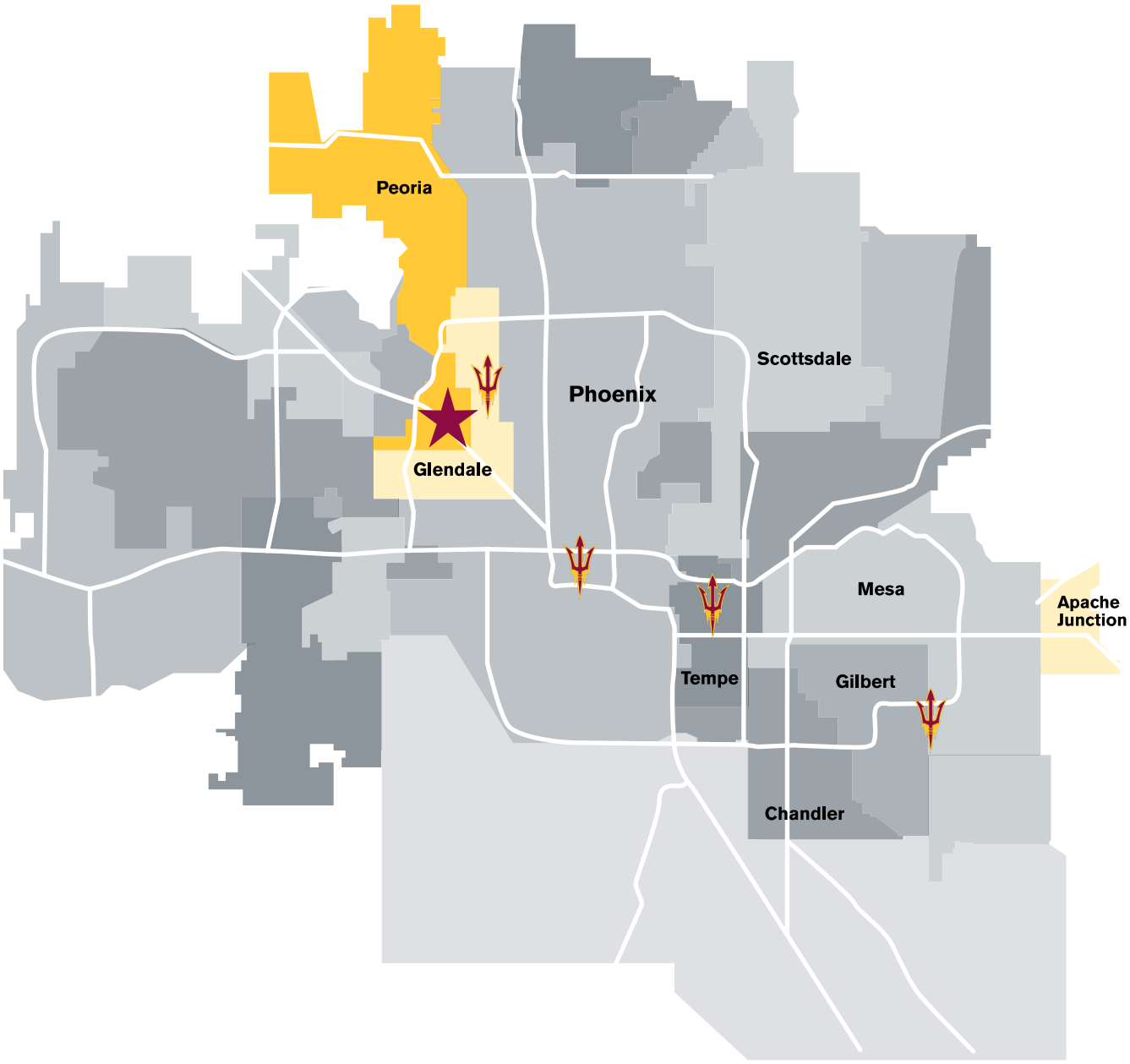
Lake Pleasant Regional Park contains a full-service marina, providing opportunities for water-oriented recreation such as kayaking, water skiing and even scuba diving. Visitors can also go horseback riding, take gliding lessons, hike, camp and more.

Skunk Creek



Pleasant Harbor

MAP OF PROJECT CITIES PARTNER COMMUNITIES IN THE GREATER PHOENIX METROPOLITAN AREA



Peoria City Hall

ASU campus

The following report summarizes and draws highlights from work and research conducted by capstone student Keith Morphis in PUP 593 Master of Urban and Environmental Planning Capstone, for the Fall 2020 partnership between ASU's Project Cities and the City of Peoria.

To access the original student reports, additional materials, and resources, visit:

links.asu.edu/PCPeoriaPlacemaking20F

ASU Sustainable Cities Network
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Sustainability through local action

EXECUTIVE SUMMARY

A critical facet of thriving communities, placemaking is a key development process of improving the sociability, connectivity, usage, and comfort of a space, ultimately building cultural identity and a "sense of place." On their own, these elements contribute to pleasant and useful settings, but strategically combined through placemaking, can build more meaningful, landmark hubs of community engagement and activity. The City of Peoria's interest and motivation to identify and analyze placemaking opportunities through the Project Cities partnership illustrates the commitment and enthusiasm the City has toward providing its residents and visitors with the best public services, amenities, and community experiences.

Keith Morphis, a graduate student in the Master of Urban and Environmental Planning program, continued the Peoria Placemaking portfolio with his Fall 2020 graduate capstone project, focusing on proactive development planning for the popular P83 retail and entertainment district. While best fit in the Placemaking portfolio, this project also forges connections across multiple Project Cities-Peoria collaborations, including the Skunk Creek Reimagination, and POGO Transit Optimization projects.

The Placemaking project portfolio began with Greg Broberg's **JUS 305: Principles of Justice Studies** in the Fall 2019 semester. This inaugural project focused on three distinct "districts" of Peoria: Old Town, Four Corners, and P83. Relevant survey data regarding P83 and general placemaking principles were further analyzed in this capstone project to build and support future P83 planning and development recommendations. Additionally, this project incorporates connectivity and accessibility opportunities with Skunk Creek and the New River Trail system which is examined in more detail in the Fall 2019 and Spring 2020 Peoria Skunk Creek Reports. Keith also builds on the Spring 2020 POGO Transit Optimization report and its relevance to P83's need for improved transit accessibility, which he co-authored with graduate student Rui Li.

Editor's Note

View past Project Cities reports that provided data and additional insights for this capstone project at:

Fall 2019 Placemaking: **links.asu.edu/PCPeoriaPlacemaking19F_Report**

Fall 2019 Skunk Creek: **links.asu.edu/PCPeoriaSkunkCreek19F_Report**

Spring 2020 Skunk Creek: **links.asu.edu/PCPeoriaSkunkCreek20S_Report**

Spring 2020 Transit: **links.asu.edu/PCPeoriaTransit20S_Report**

The following capstone report departs slightly from its predecessors by directly focusing on P83 and specific potential design, policy, and strategy solutions intended to enhance the center's connectivity features. In addition to analyzing the Peoria survey data and building on past student research on the topic, Keith also conducted a literature review of academic sources and case studies to identify best practices. He also held interviews with key stakeholders to further develop and support his findings and recommendations.

Due to the ubiquitous competition of online shopping, retail centers like P83, are experiencing massive shifts in use and demand, triggering noticeable impacts in the physical retail landscape. Through the proactive development and adaptation of P83 as a premier "urban village," Peoria can seek to avoid common pitfalls associated with aging retail centers, such as their potential to become derelict "greyfields." Research yielded multiple instances of retail centers with similar attributes and conditions to P83 becoming obsolete much faster than anticipated. Redevelopment or adaptation of these sites can help revitalize both the centers themselves, and the surrounding neighborhoods. In order to explore potential development directions for the future of P83, the following report investigates and applies urban planning and placemaking techniques and concepts to the district and its adjacent areas. The goal of this project is to assist Peoria in preventing potential economic decline within P83 by providing suggestions that enhance the area through strategic redevelopment and connectivity.

KEY STUDENT RECOMMENDATIONS

Recommendations for policy and land use planning	Read more
Seek out incremental, cost-effective redevelopment strategies. Targeted interventions enable Peoria to engage in proactive future planning long before the possible obsolescence of P83. Smaller changes can be made over time, meeting community needs while the district grows its sales tax revenue.	pp.41, 67-68, 75
Further determine city goals for P83 before proposing new development. Identifying long-term municipal needs, as well as the needs and goals of local residents, is a critical step toward successful redevelopment efforts.	pp.53, 63, 68-69
Maintain flexibility in regard to the district's overall design and infrastructure to ease future transitions and redevelopments. Flexibility is especially relevant in a district as large as P83, as individual sections may need to be altered over time as consumer demand and use patterns change.	pp.39-40, 68, 77
Identify and build relationships with developers that can contribute to Peoria's long-term vision for P83. The relationship between a developer and a municipality are critical to successful redevelopment strategies.	pp.51, 53, 57, 60-61, 68-69
Facilitate a unified vision of the district by **applying a standard uniform code** that pertains to both new and existing areas. The direction within this code would not only lay the framework for a cohesive visual aesthetic, but also contribute to the comfort and walkability of the district as a whole.	pp.60, 69-70
Consider **initiating redevelopment efforts at the Stadium Point location.** When fully built out, the 17-acre parcel could link to the surrounding trail network, increasing connectivity and providing a destination for visitors using the nearby paths.	pp.70-74, 77
Update existing planned area developments within P83, or apply a set of uniform standards to the rest of the district as parcels come up for redevelopment. This strategy can help provide for unique or different parcel uses and development patterns that traditional zoning is not conducive to.	pp.40, 69-70, 77

KEY STUDENT RECOMMENDATIONS

Recommendations for policy and land use planning (cont'd)	Read more
Incorporate public open and/or green space into new development plans, with the goal of providing opportunity for events and recreation. Unprogrammed, or lightly programmed open spaces can entice visitors to linger within the district, especially if strategically located.	pp.32-33, 65, 74
Convert or adapt the existing land use of the district incrementally, in a manner that maximizes walkability and increases mixed-use development over time. This approach suggests new developments may not be immediately walkable, but are designed to be easily retrofitted into "Main Street" style blocks as the vision is implemented.	pp.60, 70-75, 77
Plan new streets and parking lots in a block system to ease change or retrofitting of individual parcels as demands and needs fluctuate over time. The block system can help facilitate conversion of parcels to denser, high-intensity land uses as deemed appropriate. This style of development is considered more pedestrian-friendly than the traditional vast parking lot surrounding a central district.	pp.74-75, 77
Further develop the use of signage throughout the P83 district, as well as its edges, to increase visibility and recognition of the district's identity. Visual cues and brand reinforcement through strong signage along major access corridors of a project can be a contributing factor to the success of a redevelopment effort. A specific space that may benefit from more prominent signage is the corner of Bell Road and Arrowhead Fountains Road. The strategic location off the Loop 101 freeway makes it an ideal place to invest in a more substantial, landmark signage structure, similar to the existing signage at the district's 83rd Avenue southern entrance.	pp.75-76

KEY STUDENT RECOMMENDATIONS

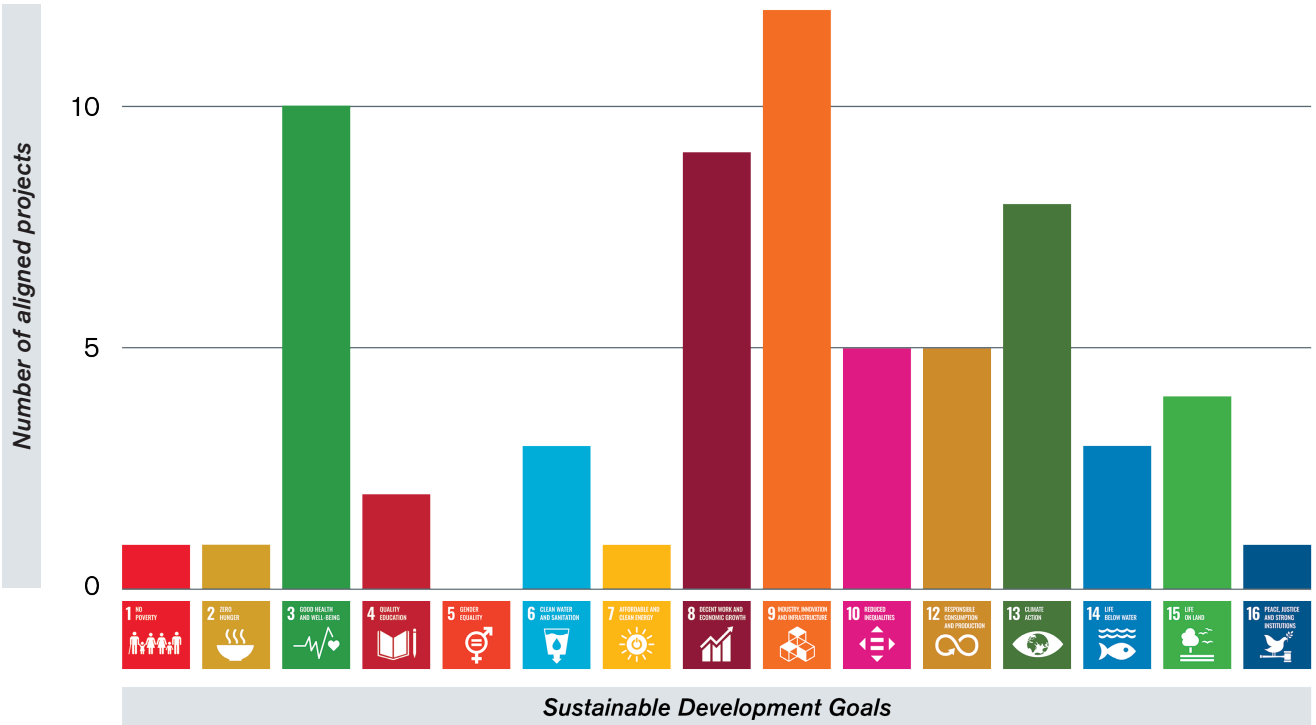
Recommendations for connectivity and walkability	Read more
Increase connectivity and facilitate greater access between P83 and nearby neighborhoods, potentially through the construction of pedestrian bridges or expansion of existing trail networks. Site-specific suggestions are discussed on pages 70-73.	pp.70-73, 77
Continue implementing the City of Peoria's Shade Master Plan to improve walkability in P83 by creating more shade along its existing network and any new, upgraded sections.	pp.70-73
Increase non-motorized connectivity throughout P83 to make the district more inviting to visitors looking to access the area by foot, bicycle, or other modes of transportation. Improved connectivity and walkability may also encourage patrons to visit other stores or venues across the district, potentially increasing generated revenue.	pp.70-73, 77
Develop a connected path network to increase walkability and connectivity throughout the district. Consider widening sidewalks in strategic places, and encouraging development towards an enhanced grid network throughout P83 as well as within individual planned area developments.	pp.70-73, 77
Investigate the use of walkable codes, such as Scottsdale's Walkable Urban Code. This code adoption could help generate a land use matrix for P83, subsequently providing general instructions and layout guidelines for businesses and new developments.	pp.73-74
Adapt strategic "transition nodes" to improve existing traffic flow around the district and further enhance connectivity and walkability by prioritizing pedestrian and other non-motorized movement. Suggested nodes are detailed on pages 63-66.	pp.63-66

CITY OF PEORIA PROJECTS: ALIGNMENT WITH THE UNITED NATIONS' SUSTAINABLE DEVELOPMENT GOALS

As the leading international framework for sustainable decision-making, the 17 Sustainable Development Goals (SDGs) lay out a path for partnerships toward global peace and prosperity. The SDGs provide a set of goals and metrics for project impact to be measured, offering an illustration of the benefits experienced by the cities, towns, and students who participate in a Project Cities partnership. For details on the SDGs, visit **sdgs.un.org/goals**.

Every project in the PC program aligns with SDGs 11 and 17.

The figure below illustrates SDG project alignment throughout the City of Peoria's partnership with Project Cities, through the Fall 2020 semester.



TOP THREE GOALS ADDRESSED IN THE FOLLOWING REPORT

This graduate capstone project by Master of Urban and Environmental Planning student, Keith Morphis re-envisions elements of the urban design in and adjacent to Peoria's P83 shopping and entertainment district. His research and recommendations center around prioritizing parcel flexibility, accessibility, and connectivity.

Goal 8: Decent Work and Economic Growth

"Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all."

Smart urban design in P83 can help foster sustainable economic growth and employment opportunities for residents.

Goal 9: Industry, Innovation and Infrastructure

"Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation."

Adapting P83's design standards and prioritizing resilient infrastructure positions the center for sustainable growth.

Goal 11: Sustainable Cities and Communities

"Make cities and human settlements inclusive, safe, resilient, and sustainable."

Incorporating sustainable design components alongside placemaking and connectivity principles throughout P83 can help foster resilient urban communities.

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PART 2:

Strategic Community Connectivity: P83 Urban Village

TRANSFORMING A PEORIA ICON INTO A VIBRANT LOCAL HUB THROUGH PLACEMAKING AND CONNECTIVITY PRINCIPLES

PUP 593: MASTER OF URBAN AND ENVIRONMENTAL PLANNING CAPSTONE

SCHOOL OF GEOGRAPHICAL SCIENCES AND URBAN PLANNING

FACULTY
MEAGAN EHLENZ & DAVID KING

ACKNOWLEDGMENTS

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PROJECT GOALS

This capstone project is intended to provide the City of Peoria with feasible strategies and suggestions to protect the P83 retail and entertainment district and prevent decline suffered by similar aging retail centers. Through the guided implementation of overarching planning approaches, such as clear visioning and zoning flexibility, as well as more specific placemaking principles, such as connectivity and walkability, this report investigates P83's bright future as a continuing predominant, thriving retail center of the Northwest Phoenix Metropolitan Area.

INTRODUCTION

North American cities have been shaped by a century of automobile-oriented development, with heavy influence seen over the last 75 years. The mass production and demand for the automobile has restructured our daily lives, from work to shopping to extracurriculars. This was assisted by the seemingly endless tracts of open land that surrounded cities, which provided cheap land for development. These two factors, alongside improving engineering technology, have heavily influenced policies towards development, transportation, and planning. Fast growing suburban neighborhoods have pushed development outward, and subsequently encouraged new large-scale retail development, leaving earlier retail centers behind in older communities. These aging retail centers have rarely been examined for new types of city development, and are instead often left to decay.

In recent years, big box retailers, which make up the anchor spaces of these centers, have faced increased competition from online retailers. The changing consumer demands for convenient home delivery of products, as well as the increased overhead and maintenance costs of large brick-and-mortar retail centers, have led to their growing obsolescence. In a working paper, Wassmer discusses how the creation of these big box centers has a cause and effect within urban sprawl. From the municipal perspective, local governments leverage big box retail centers for their sales tax provisions, which contributes to municipal discretionary funds (Wassmer, 2002). However, from a land use perspective, these developments have additional impacts throughout the community.

Large retail centers require a significant amount of parking, much of which remains underutilized for most of the year. These large swaths of asphalt contribute to the urban heat island effect, increasing temperatures within the urban environment and decreasing livability for residents. In addition to environmental issues, big box retail centers can also represent a financial drain for cities. Their size requires larger amounts of infrastructure to connect to city services, increasing initial development costs, as well as city maintenance. Additionally, these centers can trigger the "fiscalization of land use," which promotes urban sprawl. This concept speaks to a city's motivation to grow its tax revenues with specific land uses, as opposed to pursuing land uses aligned with community needs.

One strategy for addressing the challenges associated with big box retail is to convert these centers into polycentric nodes with multiple uses that serve the greater metropolitan area. Municipalities have the ability to help support this type of conversion through land use planning and policy. A mixed-use, multi-purpose development supports more efficient land uses, reducing overall sprawl. The incorporation of higher intensity land uses can create more walkable communities, allowing people to use more alternative modes of transportation rather than fully relying on personal automobiles. The implementation of mixed-use development can also allow for more public and open spaces, generating new opportunities for residents and visitors of the district. Lastly, the conversion of these underutilized big box centers introduces new opportunities to establish a central hub within a suburban community, creating new possibilities for placemaking.

Figure 1 *An example of mixed use development featuring both commercial and residential uses in the same structure*

Project context

The City of Peoria began as a small farming and ranching community in the 1880s, founded by a group of settlers from Peoria, Illinois. The community stayed relatively small until its incorporation in 1954. Since then, Peoria has grown into one of the top five municipalities by population in the Phoenix Metropolitan Region. Following a national trend over the last 60 years, the City of Peoria represents a "Boomburb," which is a municipality that is not the core city of the region, but features a population of at least 50,000 people and has experienced explosive growth rates. Boomburbs represent the majority of population growth in the United States since World War II.

The economic heart of Peoria is P83, a large, big box retail district built around the Peoria Sports Complex, a spring training facility for the San Diego Padres and Seattle Mariners Major League Baseball Teams. This center brings in a significant amount of sales tax revenue to the City, and the stadium provides a major year-round activity center for numerous events.

This project is intended to assist Peoria in its desire to address the district's future development to prevent economic decline which usually occurs in big box retail centers. This report will first explore the development history and current conditions of P83 to establish a baseline for future recommendations. Current literature on big box retail centers will be analyzed to identify key components of their redevelopment. Additionally, key case studies from the Sunbelt Region of the United States, and interviews with key figures from each case, will be examined to help identify and tailor best practices for Peoria regarding the P83 district.

The guiding questions for this project include:

1. How can a municipality renew the suburban lifestyle center for future success?
2. How can municipalities adapt greyfield developments to become economic engines and revenue generators in a world with increasing online retail activity?
3. How have other municipalities reimagined their outdated retail centers?

P83 EXISTING CONDITIONS

Figure 2 *Aerial photograph of P83 and surrounding area*

The history of P83 begins in the mid-1990s with the construction of the Peoria Sports Complex, which opened in 1994. The 150-acre sports complex embodies the core of P83, which currently encompasses more than 460 acres of land. The current shopping center within P83 features several big box power retailers along Bell Road, as well as a Target, Old Navy, and JoAnn Fabrics along 83rd Avenue (City of Peoria, 2019).

P83 is a major shopping and entertainment district in the city, and perhaps its greatest strength is its status as the largest retail district in the northwest portion of the Phoenix Metropolitan Area. The Sports Complex alone draws 12,000 spectators per game for a portion of the year during spring training. Its location along the Loop 101 Freeway provides an ease of access factor for private automobiles, which can help draw people from much further away than the typical 3-mile customer catchment area that was developed based on competing centers with similar retail locations.

Along Paradise Lane east of the Sports complex are more businesses, including the Arizona Broadway Theatre, an entertainment destination in the West Valley which traditionally hosts many major productions. Further east is a multi-family development, and directly across 75th avenue is another large multi-family housing development, as well as connections to the Skunk Creek trail network.

One central urban design challenge in this space is its sheer size. The distance between activity nodes in P83 is vast, and the existing business variety is not generally oriented towards a full day of activities. The fact that the Peoria Sports Complex sits on one side of P83, and the Loop 101 lies on the opposite side, also provides significant access issues for pedestrians and other non-motorized modes of transportation to neighborhoods immediately to the west of the district. There is also significant opportunity to enhance its internal pathway network, which does not yet provide for the level of walkability that could help attract a wide variety of age ranges.

Survey review

In 2019 the Project Cities program conducted a survey of 836 Peoria residents to be applied to multiple projects in the following semesters. The goal of the placemaking portion of the survey was to identify residents' feelings about Peoria's places of interest, as well as potential opportunities for improvement. For this report, 42 total questions and their responses were identified as relevant to P83 and its associated placemaking opportunities. Selected questions were broken down into the following categories and their corresponding subcategories. The following sections provide further detail on each of these main categories.

1. Land use and economic development
2. Transportation and connectivity
3. Open space and recreation
4. Placemaking, livability, and walkability.

Land use and economic development

Six survey questions were related to land use and potential economic development solutions for the P83 district. Respondents were asked about what changes they would like to see, such as business types, amenities, and other activity offerings. 60% said they would visit more often if there were more local business offerings (Figure 3) and less domination by national chains. These numbers indicate the potential to draw more visitors and increase the length of time shoppers linger in the district, as only 23% of respondents reported staying in the area more than 5 minutes after completing their errands. More shoppers spending more time in the district could also help generate higher sales tax revenue.

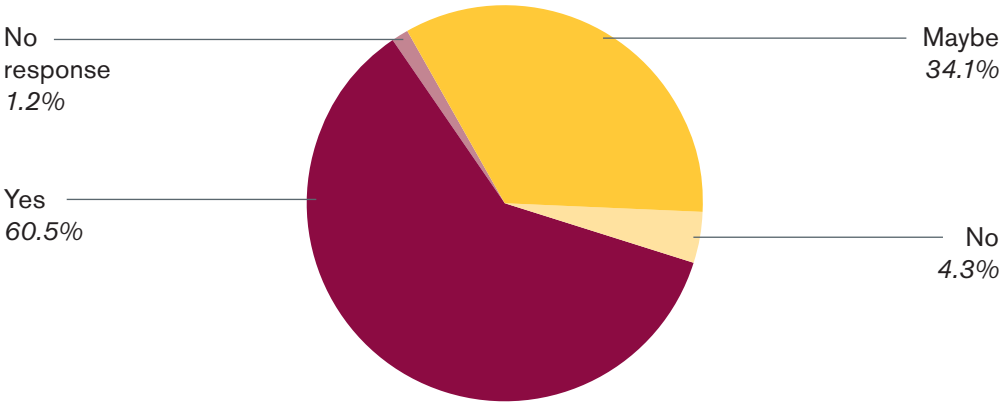

Figure 3 *Opinion of addition of local businesses to P83*
"Would more local businesses in P83 encourage you to visit P83 more often?"

A staggering 47% of respondents mentioned never attending events in the district, with 52% reporting they never hear about events in the district, and 33% reporting the events they do hear about are unappealing to them. It may be beneficial to continue survey and outreach efforts to gather more information on what kind of events the community would like to see. Ideally, more popular events could shrink the percentage of respondents who only visit the district once a month or less (52%). Drawing visitors to the district is economically important as 92% of respondents mention a willingness to spend $26 or more during a visit.

Transportation and connectivity

Eleven of the selected survey questions, the most for any one category, revolved around transportation at the district and its connectivity with the surrounding area. Connectivity is crucial as 78% of business owners claim that almost all of their customers come by car. This is reinforced by the 88% of survey respondents that drive to move around within the district due to the vast distances between destinations, and general lack of pedestrian-oriented spaces (Figure 4). There is a clear need to facilitate non-motorized access to the district from the surrounding neighborhoods to help increase connectivity. The impassable Loop 101 Freeway to the west and Skunk Creek to the southeast are even more intimidating barriers to pedestrian access. Non-motorized access is a critical factor to address as 90% of survey respondents were not willing to walk more than a half-mile to access the district. A potential resolution to this problem is the use of a circulator bus like Peoria On the GO (POGO), which 37% of respondents said they would use if wait times were 10 minutes or less, and 55% more would join if wait times were reduced to only 5 minutes.

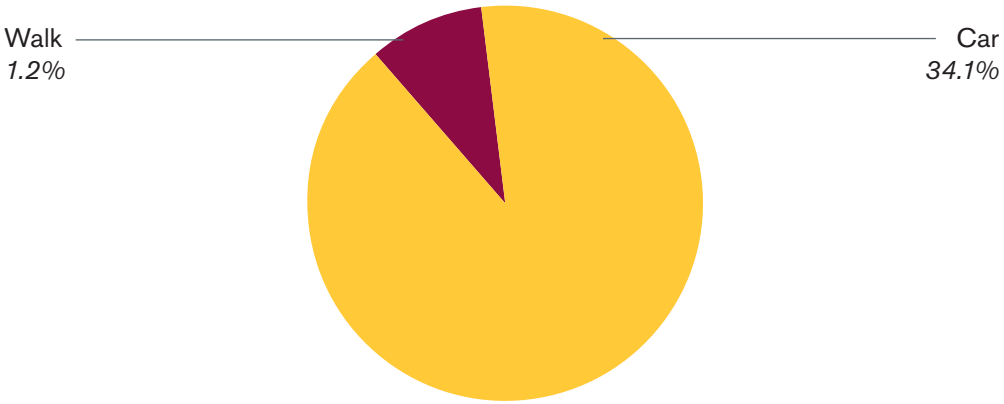

Figure 4 *Movement throughout the P83 district*
"How do you get from place to place in P83?"

In other connectivity-related questions, 57% of respondents stated knowing little about the existing pedestrian pathways to the district, which may represent a lack of information, or low accessibility. Residents of adjacent neighborhoods may be willing to access the district with a network of paths and bridges over the Loop 101 Freeway and Skunk Creek, as 57% of respondents would be willing to bike over a mile to the district, and up to 79% would be willing to bike or roller skate to the district. Connectivity issues might also explain why the majority of respondents reported not utilizing the surrounding trail systems.

Open space observations

Numerous survey questions relate to open space issues and the insight they provide is useful, with only 33% of respondents feeling the district has enough open space and proper sidewalks (Figure 5). Additionally, many respondents mentioned the district would benefit from more amenities (Figure 6) including lighting (14%), shaded areas (18%), trees (15%), benches (11%), fountains (10%), splash pads (11%), and misters (12%). A lack of use of neighboring facilities presents another issue, as 87% of respondents reported rarely visiting the adjacent Rio Vista Park, and 69% rarely visiting nearby Skunk Creek Trail. Improving P83's open space could benefit the city's efforts to draw more people to the area by providing space for events such as concerts, wine tastings, holiday markets, game day events, and festivals.

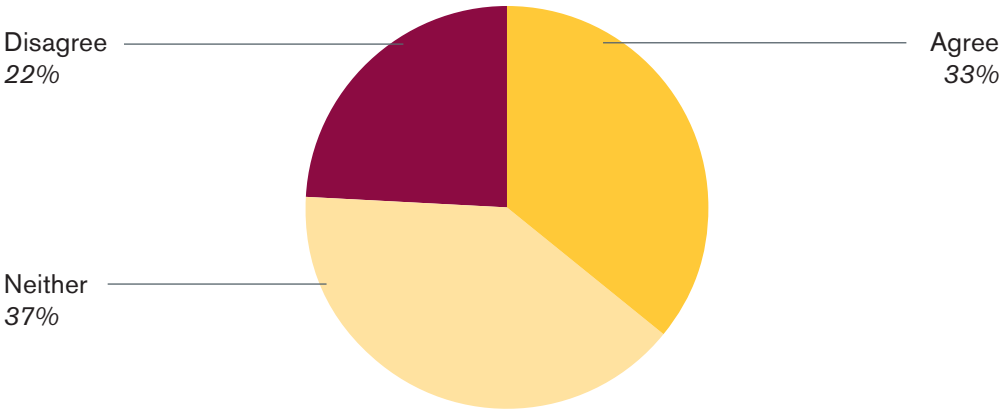

Figure 5 *Perception of open space and pedestrian accessibility in P83*
"I believe there are enough open areas/pedestrian sidewalks in P83."

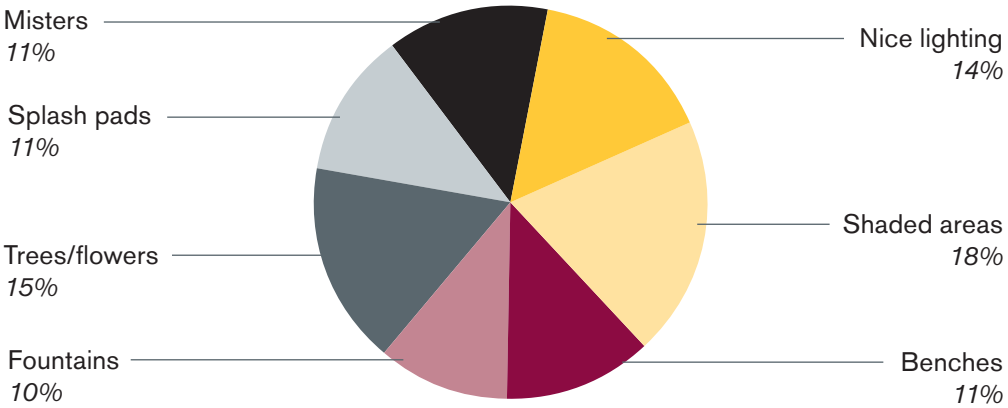

Figure 6 *Desired types of amenities in the P83 district*
"In your opinion, what kind of amenities would most enhance the P83 area?"

Placemaking, livability, and walkability

Improving the placemaking ability of the district is important to attract more visitors and improve overall economic activity. Through the survey, respondents expressed a desire for more nightlife (43%), recreation (37%), and arts (36%) experiences to be added to P83. In addition, more leisure space (45%), and entertainment spaces (68%) could significantly increase the draw of the district to residents who may not live near P83. Adding these types of elements might increase satisfaction and visual appeal of the district, as 44% of survey respondents did not consider the district a fun place to be, and 37% reported not finding the district visually pleasing. Proper placemaking requires the development of a variety of amenities to be offered so the center is active for as many hours of the day as possible. P83 could potentially benefit from the addition of restaurants or other destinations that operate before noon, as 94% of respondents currently only visit in the afternoon or evening (Figure 7). Currently, there are only five businesses in the area that open before 10:00 a.m., four of which are adjacent to Bell Road.

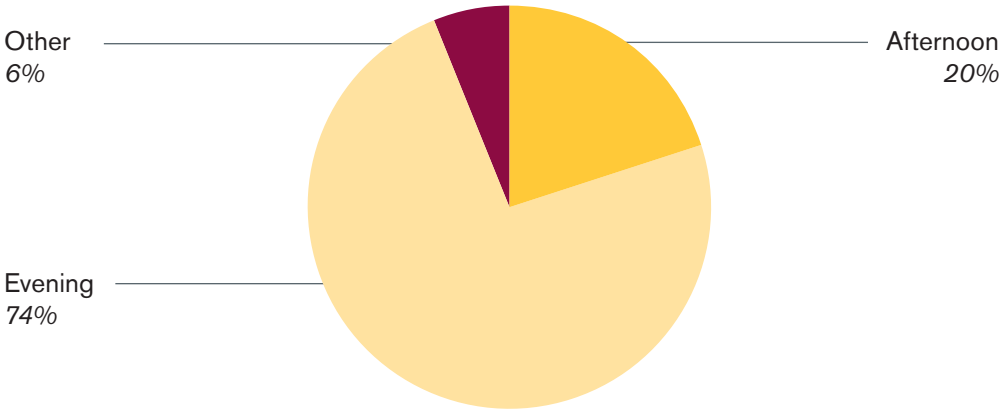

Figure 7 *Time of day visiting trends in P83*
"At what time are you most likely to visit the P83 area?"

Municipal goals

Conversations with multiple levels of Peoria staff members in several departments has shown a clear desire for P83 to be developed into a type of downtown or regional activity center. This goal develops the tax revenue generation of the district, and creates a space that draws in visitors from all over the West Valley. The City recently designated P83 as its Central Business District, and is working to develop a 17-acre portion of the district into a mixed-use center adjacent to the Major League Baseball spring training stadium and the Harkins movie theater. The development will be called Stadium Point at P83. This new addition is planned to have multiple 10-story buildings and a centralized open space for public gatherings. The center has the potential to further activate P83 with its office buildings, potentially becoming an anchor to future redevelopment projects.

Current status of P83 vs. survey

Over the last few years, Peoria has invested heavily in replacing existing palm trees with native trees that provide increased shade. Sections can be seen along 83rd Avenue and Arrowhead Fountain Center Drive with substantial shade trees growing. The City also has connected several paths into the P83 district from Skunk Creek, and to the southwest the New River Trail can now be accessed. These networks can be further developed, but based on the survey results the City may also want to consider investing in marketing and awareness of these accessibility features.

P83 is located in central Peoria, directly adjacent to the city limits of Glendale on its north and east side. As can be seen in Figure 8, P83 is bisected by 83rd Avenue, bounded by Bell Road to the north, 75th Avenue to the east, Skunk Creek to the south, and the Loop 101 Freeway to the west. The district is adjacent to a similar sized shopping center north of Bell Road in Glendale, called Arrowhead Towne Center, which makes up the northern half of the Bell Road shopping corridor. P83 is contained within two-thirds of a square mile and consists of a rich variety of uses, including: 3 apartment complexes with nearly 2,000 residents, 1 movie theater, over 30 restaurants, 4 hotels with over 400 combined rooms, 2 motorcycle dealerships, a few office buildings containing 300,000 square feet of office space, and the Peoria Sports Complex Stadium and practice fields.

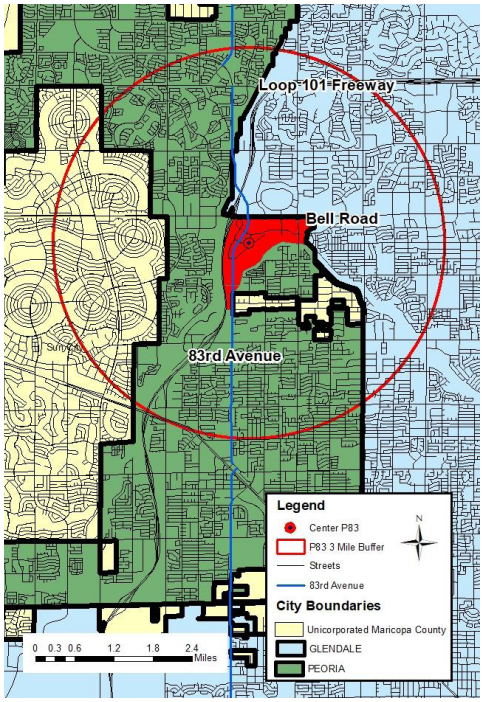

Figure 8 *P83 3-mile customer catchment area, by Keith Morphis*

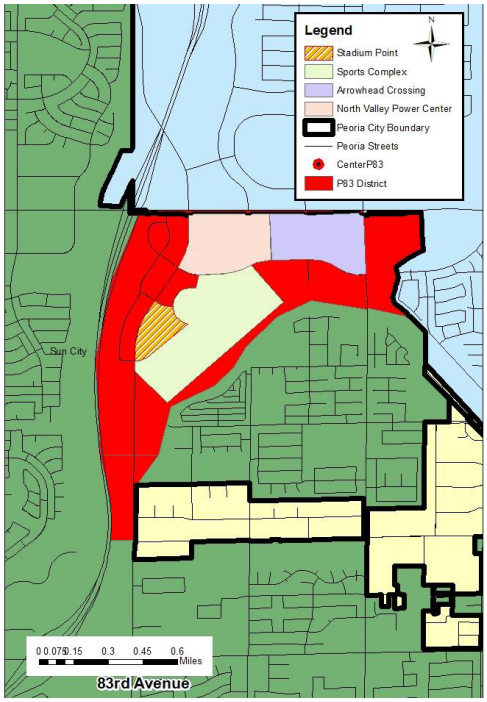

Figure 9 *P83 planned area developments layout, by Keith Morphis*

P83 comprises 3 separate areas (Figure 9). The North Valley Power Center is located immediately north of the Peoria Sports Complex with street frontage along Bell Road. This area includes 3 primary anchor tenants: Target, Joann Fabrics, and a recently converted Urban Air Trampoline Adventure park (previously a JCPenney Home Store). The North Valley Power Center also contains one of the four area's hotels and one centrally-located apartment complex. The area includes an assortment of medium-size retail box stores and several businesses with frontage along Bell Road. The backside of this center runs along Paradise Lane which has no frontage at all, but is a vital secondary access corridor for the third portion of the district, the Peoria Sports Complex. The Sports Complex contains the spring training facilities for the Seattle Mariners and the San Diego Padres. The complex includes seating for 12,000 fans and 14 practice fields.

For the purposes of this report, the City of Peoria defined the market area for P83. Considerations included the proximity of competing retailers within the area, relative to those located with P83. On average, competing retail centers were located approximately 6 miles away from P83. Thus, for this report a 3-mile buffer was drawn around the district (Figure 8), representing a midway point between the competing shopping centers.

In total, this buffer included 32 square miles of urbanized development. The 3-mile buffer encompassed approximately 115,654 people, living in 47,389 households, with an average household income of over $70,000 per year. The median age of residents within the buffer was 49 years old, where 80% of residents were at or above the age of 21.

Directly across Bell Road in the City of Glendale (shown in Figure 9 in blue) is Arrowhead Mall, a major retail district that complements P83 by offering different businesses, but also competes with the district through similar or shared establishments. There is also an access issue for anyone living around the mall, as there are few paths to reach P83 that are not automobile oriented.

LITERATURE REVIEW

To better understand the issues affecting large suburban shopping centers, the research process involved a literature review of relevant articles. It is evident that many large retail centers are either peaking or beginning to decline. Declining centers are gradually becoming greyfields that risk closing their doors for good. “Greyfields” earned this name for their appearance as vast fields of grey, developed space when seen from above (as contrasted with undeveloped “greenfields” or previously developed and vacant “brownfields" with potential contamination issues). Greyfields usually consist of large parking lots and buildings that are inaccessible to pedestrians or generally uncomfortable to access without a personal vehicle. In addition, these centers themselves are not very walkable once inside. They usually represent a large space ripe for redevelopment for the communities they exist in, having the potential to solve a myriad of issues such as housing, employment, and public spaces.

Figure 10 *Example of an aging greyfield with vast parking and minimal pedestrian infrastructure and accessibility*

Over the last 60 years, the suburban retail industry has morphed from small neighborhood centers to regional super centers that take up hundreds of acres of land. A significant number of these centers are declining as the retail demands of consumers change due to technological and socio-economic factors, such demographic shifts, and the transition to online retail (Onishenko, 2012). Greyfield sites can offer strong redevelopment opportunities, due to existing utility infrastructure that does not require new municipal investments and existing transportation linkages with major arterials and highways. Greyfield sites are primarily outdated properties that frequently lack cultural identity and/or links to their surrounding communities due to changing demands. Cities have begun to look at redesigning these spaces, capturing the potential economic, social, and environmental benefits that can result from redevelopment.

Historical development of big box retail

In nearly all of the examined literature, it is clear the history of big box retail power centers has substantially changed in a short period of time. Beginning in the early 1960s with the first Walmart, K-mart, and Target openings, by the late 1980s these centers had expanded massively to well over 100,000 square feet per store, and the parking required grew to be in the tens of acres per store, on average (Hagn, 2000; Jones and Doucet, 2000; Herczeg, 2014; Pavlou, 2013; Builiung, Hernandez, Mitchell, 2007). The industry was able to do this because of the ease in which people were able to afford automobiles and the ever-growing numbers of Americans seeking a life in the suburbs. As cities expanded, these retail centers were built further and further out from city centers, where there was cheap land in large quantities.

Figure 11 *Common retail center style of expansive "strip" of stores, often separated from its associated community by large distances*

Many retail centers have decreased pedestrian activity and public transit usage around their properties due to the lack of pedestrian facilities connecting the buildings to the street (Hagn, 2000; Jones and Doucet, 2000; Herczeg, 2014; Pavlou, 2013). These centers focus on automobile access by designing their access points with large swooping turn-ins, a lack of pedestrian crossings, and vast parking lots (Hagn, 2000; Jones and Doucet, 2000; Herczeg, 2014; Pavlou, 2013; Builiung, Hernandez, Mitchell, 2007). The lack of access all but guarantees that people will only access these centers by automobile.

The opening of new retail centers almost immediately impacts nearby older and smaller centers, which lose market share and face decline. Older centers that are further away can also realize significant drops in sales and activity (Hagn, 2000; Jones and Doucet, 2000; Builiung, Hernandez, Mitchell, 2007). The stores in these new centers often dominate their respective retail sector in the area, effectively killing off competition from smaller stores and earning them the nickname "Category Killers" (Hagn, 2000; Jones and Doucet, 2000; Herczeg, 2014; Pavlou, 2013; Builiung, Hernandez, Mitchell, 2007).

Similarly, to their fast rise and near dominance of the retail industry, as centers become obsolete, new larger centers open further out in the suburbs, leading to multiple problems for adjacent residential neighborhoods. As these retail centers age and are supplanted by new larger centers, they can deprive nearby communities of critical amenities (Herczeg, 2014) that were previously offered, including smaller service-based businesses like salons, dry cleaners, traditional grocery stores and local pharmacies. These service amenities are dependent on big box anchors for most of their customers. When those anchors decline and/or close, smaller businesses do not have access to the same foot traffic. As a result, residents located near obsolescent retail centers can experience decreasing quality of life, as they must drive further to access basic services at new retail centers on the fringe (Pavlou, 2013). This can lead to a stronger reliance on the automobile for all residents (Hagn, 2000; Herczeg, 2014; Builiung, Hernandez, Mitchell, 2007).

Inflexibility and decline

Challenges associated with redevelopment of these centers as they decline and falter are immense, primarily due to their size. Many studies examining this issue found that a lack of zoning and land use flexibility was a significant factor (Brewer and Grant, 2015; Jansen and Ryan, 2018; Guimaraes, 2019; Shacklett, 2012). This inflexibility can reduce the competitiveness of existing retail centers, as they do not have the ability to adapt and compete, newer centers are more in tune with what customers want. Further, the large size of these centers often means any updates or improvements will be expensive. Compounding this is the strict zoning and land use regulations that municipalities often impose, which leads to their eventual decline if the improvements are not made (Guimaraes, 2019; Shacklett, 2012).

Strict zoning is prevalent in suburban communities primarily because they are based on Euclidean zoning regulations. These types of systems often prevent incremental changes and reward separation of uses, which makes redevelopment and adaptive reuse challenging. While variances and amendments can be used to address issues, they are little more than "band aids" to the larger problems at hand (Burdette, 2004). Burdette looked at towns with overly strict zoning regulations, including Barnstable, Massachusetts and Troy, Ohio. In another case from Arlington County, zoning regulations were both restrictive, and extremely vague, on what could be built. In all of these examples Burdette feels that a wholesale change in philosophy needs to be looked at, that form-based codes might be an answer but at the time there were limited long term examples to base any changes to, and that in the end it would not replace community planning that utilizes comprehensive analysis, assessment, implementation and evaluation (Burdette, 2004).

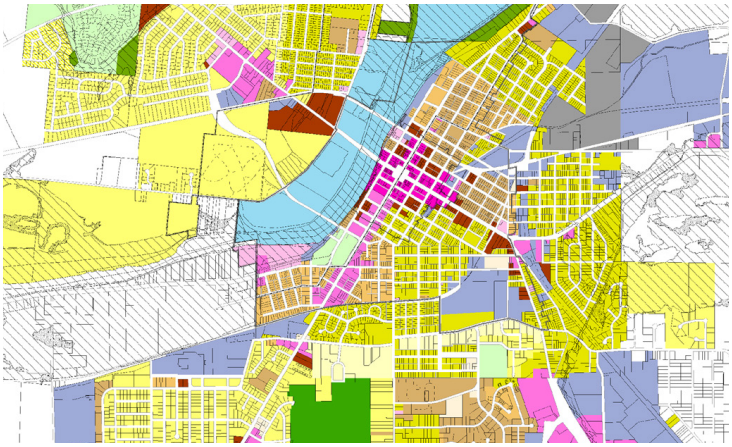

Figure 12 *Euclidean zoning in Troy, Ohio, by City of Troy*

Planned area development

In Arlington, Ohio, an upper middle-class suburb of Columbus that has long been dominated by single family housing, the city has begun to use Planned Mixed Use Developments (PMUDs) to introduce density and walkability (Sweeney & Hanlon, 2017). The community long espoused a rural suburban identity; for example, adopting road designs without sidewalks. The City's use of PMUDs is strategic, as they strive to support population growth and economic expansion via increased tax revenue. Some of the push is coming from a demographic shift of new young families with children who want more walkable communities. To begin the process, the City has targeted shopping centers in the community, utilizing a PMUD designation to allow mixed use developments that would be prohibited in standard zoning categories. In these areas, height restrictions are relaxed, as are frontage limits and parking requirements. In addition to changing the specific centers, the City is also reworking the streets to encourage connectivity, lane reductions, and multi-modal infrastructure for bikes and pedestrians (Sweeney & Hanlon, 2017).

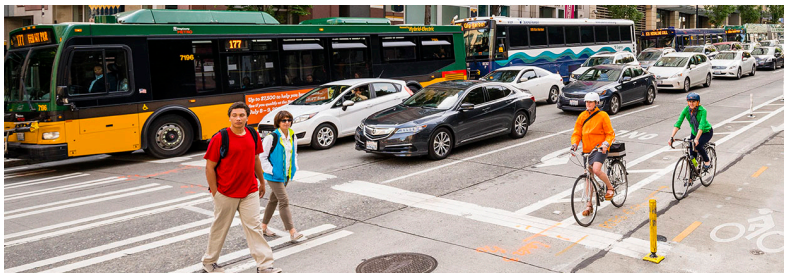

Figure 13 *Multi-modal transit infrastructure design, catering to cyclists, pedestrians, and public transit, by Toole Design*

Current residents can also add to the roadblocks developers face when attempting to redevelop retail centers (Jansen and Ryan, 2018). Existing residents are often opposed to change that may impact their neighborhood, and local leaders often do not want upset residents. A strong campaign by residents can create significant project delays, often requiring long expensive legal battles or marketing campaigns to win over residents. Regulatory flexibility would enable potential projects to tailor their proposals to varying neighborhood demands or needs (Herczeg, 2014). Several sites in the P83 area present a possible future for the entire area, through the use of Planned Area Developments. This has been a popular tool to bypass strict zoning, allowing for higher density, or other uses than originally intended for a parcel. Peoria could utilize this mechanism to update all parcels in the district as they are redeveloped. The City can incorporate walkable codes, accessibility, increased residential density, design flexibility, or other goals they have for P83.

Proactive policy

For both of Herczeg's case studies, the redevelopment impetus came from a government program that aimed to assist developers. In 2006, the Province of Ontario passed "The Places to Grow Act." The act set goals for communities to revitalize downtowns and convenience centers, as well as targeted opportunities to develop complete communities that offered more options for living, working, shopping and playing. The act also sought to support housing options for all stages of life and to curb sprawl, protect green spaces, reduce traffic congestion, and provide a greater range of transportation choices (Herczeg, 2014). The primary aspect of the act was that it required municipalities to meet a 40% intensification target through infill development by 2015. The only downside of the law was that municipalities all interpreted it differently with various results (Herczeg, 2014).

For the two declining centers in Greater Toronto, the local municipalities reached out to owners of the respective properties and started a dialog about helping the centers, conducting site visits, and providing high level review of the area and its needs. In addition to these efforts, the City Councils were strongly supportive of the projects; while they did not offer financial incentives, they did provide much in the way of site specific zoning changes and expedited plan review processes. In both cases, the redevelopment projects successfully adapted their plans to the surrounding community and provided appropriate transitions between residential areas and the redevelopment area (Herczeg, 2014).

Problems also exist with the urban design of these suburban communities, as often the road network is not conducive to walking due to long curving collector roads, and wide, intimidating arterial roads that pedestrians would need to cross (Brewer and Grant, 2015; Shacklett, 2012). Observations in Thew's paper that looked at two case studies in Knoxville, Tennessee that were redesigned to be more open and accessible to the community. Difficulties that these centers have were due to connectivity issues linking them with the surrounding neighborhoods. These centers were never updated or integrated with the community, and so the predicted increase in pedestrian and non-automotive traffic never materialized (Thew, 2013).

Many articles identified a lack of policies for redevelopment of greyfield properties as a significant issue for suburban communities. Most suburban cities lack the policies that can enable property owners to explore redevelopment options before retail centers become obsolete. Also, the speed at which these municipalities move needs to be faster and be more progressive. These small suburbs have a monolithic culture due to the significant number of families of similar demographic background, and similar views on change (Golden, 2013; Grant and Perrott, 2009; Thew, 2013; Ostermier, 2013).

Few studies explore the challenges associated with mandatory parking minimums—an underexplored, but significant issue for many retail centers. Parking minimums can limit how much land is available for redevelopment; it can also lead to massive (and expensive) parking garages (Onishenko, 2012). Parking lots and garages can increase redevelopment costs anywhere from $5,000 per surface parking space to $50,000 per space in a parking garage. Parking expenses can add substantially to development costs, increasing the burden for businesses within the property (especially small businesses). In addition to the direct costs businesses and residents pay for these structures, there are the increased costs from the infrastructure needed to support them, including roads, sidewalks, water and sewer pipes, gas and other utility lines. From an experiential perspective, increased parking requirements can be unappealing for individuals seeking to walk, bike or use other (non-automobile-based) modes of transportation.

Potential suburban economic development

Significant research has been conducted on policies that can encourage the development of suburban greyfield properties, including a range of ideas about the ways municipalities can either prevent or intervene prior to the failure of obsolescent retail centers (Onishenko, 2012; Atkinson, 2013; Newton, Newman, Glackin, and Trubka, 2012; Murray, Bertram, Khor, and Rowe, 2015). A common finding throughout the research suggested that municipalities develop long-term guidelines for the development of potential greyfield sites to clear up concerns from developers (Onishenko, 2012; Murray, Bertram, Khor, and Rowe, 2015; Newton, 2010). These types of policies are encouraging to developers, addressing potential concerns about pursuing redevelopment.

Onishenko reviewed two case studies to assess greyfield redevelopment strategies: Belmar in Lakewood, Colorado, and Century Park in Edmonton, Canada. Belmar was a traditional shopping center that peaked in activity in the mid-1990s. The City, seeing the decline, reached out to developers in the late 1990s. The City invited developers to come in and meet with key community members to help design a space that would be both economically productive and enable social interactions. The new design was also incorporated into the urban landscape, with many streets continuing through the district, providing walkable spaces.

Figure 14 *Ice skating rink in the redeveloped Belmar shopping district*

In contrast, the Century Park Mall in Edmonton, Canada, was built during the boom time of the early 1980s, and opened for a short period before the economy slowed down, and the new housing developments around the mall stopped. Eventually as the economy picked up, newer centers nearby began to steal away stores and with them customers. The project was eventually redeveloped in the late 1990s. However, unlike the Belmar project, the city did not work with developers for the Century Park project; communication and zoning changes were slow, leading to serious delays that were only compounded by the Great Recession in 2008 (Onishenko, 2012). Presently, the project is unfinished with a majority of the site being used as parking for the city's light rail line.

Other important points the research identified was for cities to focus on transportation issues in relation to suburbs to better connect these centers to other points of interest. Several articles identified developing activity centers and other social gathering places for residents (Newton, 2010; Newton, Newman, Glackin, Trubka, 2012; Onishenko, 2012). It was also important to facilitate connectivity within retail centers, creating new opportunities for residents to access local retail without relying on cars (Onishenko, 2012; Newton, 2010; Dobbs and Dubrovinski, 2015).

A few articles also identified parking requirements as a problem that needs resolution to encourage development of these sites (Onishenko, 2012; Atkinson, 2013), as well as changing the costs of development of greenfield versus greyfield sites through development fees and credits (Onishenko, 2012; Dobbs and Dubrovinski, 2015). A somewhat controversial final suggestion from a study done in Vallejo, California is its implementation of the idea of a program that would look at underutilized commercial property and automatically alter the zoning (Atkinson, 2013).

How to retrofit: Examples from the literature

Retrofitting suburban big box centers is a complex endeavor, as illustrated by a variety of studies. Attempts to convert these properties to a specific style or land use arrangement is difficult, as there is no one-size-fits-all solution. Often new retail is not the answer and a more flexible approach is needed to find the best use of the land (Golden, 2013; Grant and Perrott, 2009; Thew, 2013; Ostermier, 2013, Guimaraes, 2019). For example, some retail center conversions were not about the commercial aspects, but about adapting the space for social needs to better serve the local community in non-economic ways (e.g., creating a gathering place for group events) (Atkinson, 2013; Thew, 2013; Guimaraes, 2019).

Guimaraes, for instance, looked at 55 shopping centers in Lisbon, Portugal that were classified as declining or dead. Of these centers, a few had been completely converted to public spaces, including a university study center for local students or a community sporting center with the buildings repurposed to gymnasiums (Guimaraes, 2019). Similarly, Atkinson examined converted big box centers in Denton, Texas, which had been adapted into a new library, and Woodstock, Georgia and Pinellas Park, Florida, both of which became churches (Atkinson, 2013).

In North Central Texas, Shacklett studied a neighborhood shopping center that was in decline due to increased competition from surrounding centers. One opportunity was to convert part of the space into multi-family residential uses. Shacklett discussed how a developer analyzed the surrounding area and identified that it was already saturated with office and retail developments, so the developer pursued multi-family development (Shacklett, 2012). Adaptive reuse was one alternative to keep the overall feel of these centers, and to allow design aspects that worked before to stay (Grant and Perrot, 2009; Thew, 2013; Ostermier, 2012).

Grant and Perrotts examined three strong Canadian examples, assessing changes in suburban shopping centers in Surrey (British Columbia), Calgary (Alberta), and Markham (Ontario). In Markham, redevelopment efforts focused on creating an "activity center for community life." They described the development of true mixed-use spaces, using cafes, restaurants, and bars built into and around retail spaces to help increase foot traffic long into the evenings (Grant and Perrott, 2009). However, other research notes that while higher-end amenities such as sporting events, nightlife entertainment, cafes and bars can be important in rebranding obsolete centers, they can often face increased opposition from local residents (Brewer and Grant, 2015; Jansen and Ryan, 2018).

More broadly, big box retail centers can be difficult to reposition towards other uses as they are designed specifically for retail. This often inhibits them from adapting to changes quickly, which can lead to complete failure. In many cases this leaves a complete repurposing of the property involving substantial construction. The Belmar shopping center in Lakewood, Colorado offers an example of this, where the entire mall was rebuilt and the new center does not resemble the previous Villa Italia Mall at all (Onishenko, 2012). Belmar is also an example of a center that has attempted to revitalize Lakewood's downtown (located approximately 8 miles from Downtown Denver). Properly redeveloped, these centers can benefit their communities, and help to reduce congestion, pollution, and improve the quality of life around them in these communities.

Literature review key findings

Across the literature review, a primary key to success was about matching new redevelopment opportunities to their surroundings (Thew, 2013; Atkinson, 2013' Ostermier, 2012). This is particularly important, as the project should not create an urban island in the middle of the suburbs, leaving the space feeling just as disconnected as it was before (Golden, 2013; Thew, 2013). Thus, redevelopment efforts for big box retail centers should be approached in a holistic manner. A purely singular approach that emphasizes economic development or increased density alone may not be the best approach. These properties should be looked at in a case by case basis to integrate them into the surrounding communities. The ultimate goal is to improve the community through new developments that provide an increased variety of services and housing alternatives.

To guide Peoria's assessment of P83 and its future, the next section of the report reviews three case studies to assess the redevelopment process and configuration. The cases include two from inside the Phoenix Metropolitan Area (Skysong Innovation Center in Scottsdale, Arizona and Park Central in Phoenix, Arizona) and a closer look at a well-known example, Belmar in Lakewood, Colorado. Each case study addresses a specific approach that can provide important insight on what can be done with P83.

Figure 15A *Skysong Innovation Center, by Thurlkill Studios*

Figure 15B *Park Central rendering, by Richard Kennedy Architects*

Figure 15C *Belmar shopping district, by Continuum Partners*

Figure 15 *Case studies chosen for their various similarities to the P83 district*

METHODOLOGY

This applied project used several different research methods to explore the factors which aid and hamper greyfield development. The research methods focused primarily on a qualitative approach to examine P83. Concepts were gained from a literature review, case study research, and interviews with key stakeholders.

Literature review

The applied project used a review of existing academic literature to explore the topic and all relevant subject matter, and research questions. Significant amounts of research into greyfield redevelopment sites has been conducted over the last decade. Prior to this the data is limited as the term was only created in the early 2000s, by the Congress of New Urbanism (Steuteville, 2016). The literature review used previously written reports that contained examples, information, ideas, data and evidence, and provided an analysis of these reports for the research being conducted throughout this project.

Case studies

The research process included an analysis of three cases of big box center redevelopment in the western United States, including Scottsdale, Arizona, Phoenix, Arizona, and Lakewood, Colorado. The two local examples provide a similar context for Peoria, while the Belmar project in Lakewood, Colorado is often held as an exemplary case. The cases were examined in relation to the literature review to find commonalities in processes and other best practices.

The examined case studies share similarities with P83, but are further along in their redevelopment processes. In each instance, the selected case studies have had at least 10 years to unfold, revealing successes and challenges over a longer term. The Belmar case opened in 2004 and has developed and matured over the course of 16 years. The Skysong case opened in 2008 and has been slowly adding pieces since. Finally, the Park Central project reoriented its retail space to office buildings in the mid-1990s, and has only recently begun its redevelopment to a mixed-use core. The two cases situated in Phoenix represent different contexts from Peoria, as they are situated much closer to the region's urban core. Yet, they offer comparable insights in other ways.

The case studies include a review of available project documents, maps, and other materials. For each case, interviews were held with key stakeholders in both the public and private sectors who held leadership roles in the redevelopment processes. The interview process involved two sets of questions: one for municipal planners and another for private sector developers, which included real estate professionals and other non-planner positions.

The municipal planner questions explored issues related to: the city's original redevelopment goals for the project, how those goals were (or were not) met, and the city's perspectives on the remaining opportunities and challenges for the redevelopment project.

The developer-focused questions examined: what policies or incentives the public sector offered or executed that provided a secure environment for them to take the risk by developing the property.

Project Cities community survey

In the Fall 2019 semester, Project Cities assisted with the implementation of an Omnibus survey of Peoria residents, which ultimately contributed to multiple class research projects. The "placemaking" oriented section of this survey was examined during this project to further understand resident feelings toward P83 and related placemaking principles. The survey excerpt contained 75 questions and 745 Peoria residents from a wide variety of backgrounds participated. The questions analyzed resident views on Peoria's points of interest and major retail centers, and asked how welcoming or connected they seem. Questions were also included about how safe residents felt at various times of day, how often they visit the locations in question, and what additions they would like to see at said locations. Upon review of the survey data, 42 questions were identified as relevant to the P83 Urban Village Project. These questions (available in Appendix 1 of the original student content) specifically involved placemaking, land use, night life, economic development, open space, connectivity, and walkability in the activity centers of Peoria. Reviewing the community responses to each P83-relevant question allowed for the identification of common themes and priorities that could inform the recommendations for P83 outlined in this report. Based on direct observations of the P83 district, many of the issues mentioned in the survey results regarding shade and path network development have already been addressed, which could indicate issues with public information distribution, specifically regarding the district.

CASE STUDIES

To develop a proper plan of action for the City of Peoria, a key component is to conduct a review of relevant case studies. The selected studies were chosen because they represent historically similar municipalities to that of Peoria currently. They are all generally older inner suburbs of major metropolitan areas in the sunbelt and intermountain west regions of the United States. The first two are directly in the Phoenix Metropolitan Region, much closer to the downtown core, with the third (Belmar) being in a similar setting in the Denver, Colorado Metropolitan Area. Previously it was noted that these centers generally last about 30 years before they begin to quickly decline and fail. The main significance of the three examined centers is how their redevelopment processes began at similar times in their lifespans, about 35 years after being built. It should be noted that P83 is also approaching this “age."

Case study matrix

Shopping center	*Year built*	*Property size*	*Location*	*Conversion years*	*Conversion orientation*	*Project status*
Los Arcos/ Skysong	1969	42 acres	Suburban	2004-2008	Office core	Success
Park Central	1957	46 acres	Urban	1995-2020	Medical office/ mixed use	Success
Villa Italia/ Belmar	1966	104 acres	Suburban	2001-2004	Mixed use	Success

Figure 16 *Case studies selected for specific similarities to the P83 district, including community density and relative age before renovations*

Skysong (Scottsdale, Arizona)

Location

Skysong is located in the eastern portion of the Phoenix Metropolitan Region, situated along the McDowell Corridor in southern Scottsdale, less than a mile from the Indian Bend Wash and the General Dynamics Mission Systems facility. Its location along Scottsdale Road and McDowell Road, two major arterials in the city, lies at the intersection of two major transportation corridors. It is conveniently accessible by automobile and transit, a prime spot for an urban village and community center.

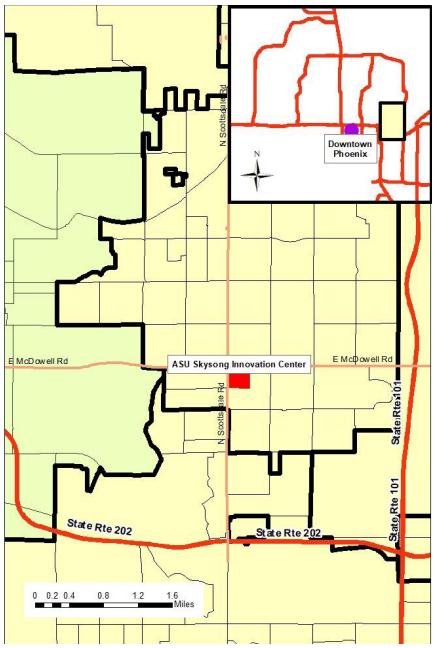

Figure 17 *Skysong Innovation Center map, by Keith Morphis*

History and context

Originally built as a traditional shopping center called the Los Arcos Mall, this 42-acre site was the center of retail activity in southern Scottsdale for 30 years (Los Arcos Mall, 2020). The center opened in time for the holiday shopping season of 1969, with over 600,000 square feet of retail space, and two department store anchors. The mall was opened in one of the fastest growing areas of Scottsdale, and near much of the East Valley's fast growing neighborhoods.

The mall's location along the McDowell Corridor, which at the time was called the “Motor Mile,” was a stretch with up to 32 automobile dealership brands being offered, and made the area a financial anchor for the entire city of Scottsdale. The mall helped contribute to the area’s importance and provided key services to shoppers and employees in the area.

As Scottsdale grew, the area’s demographics began to change and new population centers emerged elsewhere. Los Arcos lost most of its shoppers and anchors to Scottsdale Fashion Square, which underwent significant expansion in the 1990s and was situated much closer to new population growth in central Scottsdale (Scottsdale Fashion Square, 2020). The mall closed in 1999, and car dealerships began to close to move to their current location at Indian School Road and the Loop 101, for improved exposure. These major changes left the corridor empty, which prompted the City of Scottsdale to create the Los Arcos Redevelopment Commission to organize the city's efforts in the area (Balzer, 2000).

After Los Arcos closed for good, residents of the area began to push for Scottsdale to do something about the property, calling for the center’s reopening, renovation, or demolition. In response, the City of Scottsdale worked out a deal with area developer Plaza Companies, and the Arizona State University Foundation, to chart a new course for the center. The City invested $78 million dollars in infrastructure and land acquisition, which was given to the developers via a 99-year land lease. Together, the public and private sectors negotiated a strategy to redevelop the project, help revitalize the area, and find a new direction for the property (Greg Bloemberg, personal communication, 2020).

Design

Skysong’s design concept is built around one central theme: the shade structure in the center of the complex, which is designed to be seen from far away and draw people in. The project’s primary goal was to create and support a job center, specifically tied to nearby Arizona State University, using the development project as a pipeline for employee talent and a point of access between the southern Scottsdale region and the university. In addition to offices, Skysong was designed to be used by the community for events and meetings, including several large meeting rooms that are available on discount for non-university-affiliated local residents (Skysong, 2020).

Skysong contains several medium-scale buildings that are between four and six stories tall. The development scale was intended to help the project blend in with the surrounding neighborhoods and not be an eyesore. In addition, the center was constructed with plenty of outdoor places for people to sit, walk, and enjoy the shade. The buildings were designed to convey a professional feel that interacts well with the surrounding suburban community.

The center breaks down into four sections, bounded by the east-west Skysong Boulevard corridor and the north-south Innovation Place corridor. These two streets are very different in layout. Skysong Boulevard offers on-street parking and is more of an internal corridor; Innovation Place has limited on-street parking, whereas the northern section of the street is designed with turn lanes to facilitate traffic flow with McDowell Road. A majority of the site's parking is located within a large structure in the southwest portion of the complex. Meanwhile, surface lots remain in the still mostly undeveloped northern half of the complex. The Skysong Apartments complex has a self-contained parking structure only open to residents (O'Grady, 2012).

Figure 18 *Skysong's iconic shade structure that draws visual attention from a distance and marks the development's central courtyard area*

Impeding and facilitating factors

The path to redevelopment of the Los Arcos Mall in Scottsdale was moderately difficult, but was facilitated by the City of Scottsdale's goal of salvaging the center to prevent the area from declining. City leadership creation of the Los Arcos Redevelopment Commission organized public meetings for the developers, and helped speed up the project by assigning a planner to work exclusively with the developer. The City also provided financial assistance and investment into proper infrastructure to make the center more integrated with its surroundings. The City met with both other actors in the private and public realms to develop a game plan that could satisfy multiple goals. These groups met regularly, including dozens of public meetings with area residents to help shape the long-term plan of the project (G. Bloemberg & D. Couvillion, personal communication).

Financial

At the outset, the City of Scottsdale invested $78 million in Los Arcos for property acquisition and infrastructure improvements. These efforts were matched by the ASU Foundation with the offering of exclusive access to its talent pool of students, professors, and researchers. This was enough participation to encourage the investor to agree to the development plan and timeline (D. Couvillion, ASU Foundation, personal communication).

From the developer's perspective, the flexible 99-year land lease was a significant factor in the viability and success of the project. The long-term lease gave the developer enough flexibility to move ahead with redevelopment. Specifically, the land lease terms provided that the developer's lease on the property would not begin until the certificate of occupancy was obtained for the building. From the City's perspective, the lease also ensured the project would move forward, stipulating that 150,000 square feet of leasable space must be built every three years. This became particularly important for the project's first phase opening in 2008, as the Great Recession was occurring (D. Couvillion, ASU Foundation, personal communication).

Current status

The Skysong Innovation Center describes itself as a premier economic engine in the Valley. The center offers over 750,000 square feet of office space, with a new building slated to add an additional 340,000 square feet in the near future. At full build out, Skysong will have 1.2 million square feet of developed space, at a minimum. In addition to the office space, the center has 325 residences in the Skysong Apartments, as well as three restaurants, several retail outlets and a major hotel chain (Skysong, 2020).

Figure 19 *Skysong Innovation Center Building 5, from skysong.com*

Figure 20 *Skysong layout map, from ASU generated by ESRI*

Park Central (Phoenix, Arizona)

Location

Park Central is located along Central Avenue, just north of Downtown Phoenix in the Encanto Village area. This community was one of the first suburban areas to develop in the Phoenix Metro in the 1960s. Today it has a much more urban feel with a significant number of high-rise office buildings along Central Avenue. The village is geographically the most central to the City of Phoenix.

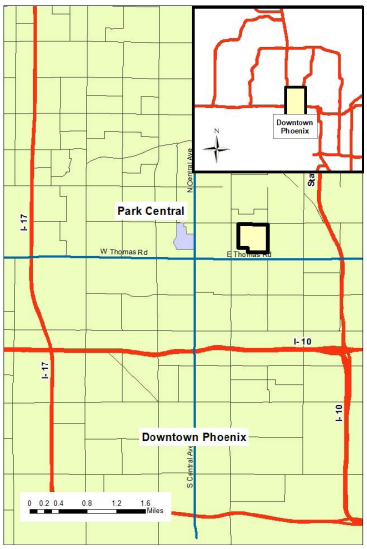

Figure 21 *Park Central location map, by Keith Morphis*

Figure 22 *Park Central aerial view, by Central Phoenix Revitalization Project*

History and context

The Park Central center is located along Central Avenue in a sprawl of high-rise office buildings developed starting in the 1960s as “Uptown” Phoenix. The original mall was formed on a 46-acre plot of land near the corner of Thomas Road and Central Avenue in 1957, the edge of the city at the time. The mall was built as an open-air center that eventually struggled to compete with the new indoor shopping centers that opened nearby. By the early 1990s, the mall’s last remaining anchor closed.

Shortly after the last retail closure, the center began converting its existing buildings into leasable office space. This involved converting the interiors, as well as covering up the external architecture, giving the mall a postmodern appearance. Quickly these spaces were taken over by the regional offices for Catholic Healthcare, the parent company for St. Joseph's Hospital located adjacent to the mall at Thomas Road and 7th Avenue. In addition, Banner Health Systems also moved into the old Goldwater's department store building, and United Health Group took over the old JCPenney building. After these new medical office anchors opened, new service-oriented amenities and restaurants filled the remaining smaller-format retail spaces to serve the employees of these offices (Park Central Mall, 2020).

Design

Park Central is built around a primary green path, running east to west along the middle of the property. The majority of the site's restaurants have frontage along this core walkway, serving as a central corridor for local employees. The plan for the property is to expand on this model, developing the parking lots into a walkable grid in the mid-century modern design of the current property. The expansion will be oriented towards Central Avenue, and the two light rail stations at opposite ends of its frontage. Future changes include tying the center into the bus rapid transit network that the City is developing, and developing better connections with surrounding neighborhoods via future pathways.

Figure 23 *Park Central, Central Avenue entrance and visual landmark, from Central Phoenix Revitalization Project*

Figure 24 *Park Central internal pathway mockup, by Richard Kennedy Architects*

Impeding and facilitating factors

The Park Central development never closed or failed completely, and was able to utilize its crucial location to Central Avenue's office corridor and nearby medical facilities to transition to a new model. As a result, Park Central was able to create a new office-oriented customer base that enabled the remaining smaller stores in the center to transition into service-oriented uses (e.g., restaurants). Phoenix has worked with the center to streamline its transition. For example, the City helped rezone the center to mixed-use to enable changes on the site. The city also helped remove impediments to the project's adaptive reuse plans, addressing existing covenants on the parking lots that gave rights to tenants and former owners. The City helped remove the covenants, clearing the parking lots to be redeveloped into walkable areas with new development (N. Klimek, City of Phoenix, personal communication).

Financial

The Park Central redevelopment project did not require any financial assistance from the City of Phoenix. The property was purchased for $57 million in 2017 by Plaza Companies to be redeveloped fully, and immediately many new projects were announced to bring a more modern feel to the center (Blufish, 2018).

Current status

The owners of Park Central are negotiating a deal with Creighton University to build a new $100 million Health Science Campus. This 200,000 square foot building will house 800 health science students. The plan includes a four-year medical school, nursing school, as well as other medical specialties. Creighton University is currently affiliated with several Phoenix-based hospitals, including Dignity Health's St. Joseph's Hospital adjacent to Park Central. In addition, a nine story apartment building containing 278 units is also under construction. Park Central is also anticipating the development of several new buildings in the near future, including a 2,000 space parking structure to free up surface lots for further development (Reagor, 2019; Blufish, 2018).

Figure 25 *Creighton University Medical School, from Central Phoenix Revitalization Project*

Belmar (Lakewood, Colorado)

Location

Belmar is located at the heart of Lakewood, serving as the city's de facto downtown. It is located at the busiest intersection in the city, Wadsworth Boulevard and Alameda Avenue, which provides the center significant amounts of advertising. To the west across Wadsworth Boulevard is the city administration complex, that houses all major departments for the City of Lakewood. The center is named after nearby Belmar Park, a significant green space featuring a lake that is used to host multiple events year-round, and is connected to the city's path and trail network (Belmar Mixed-Use Redevelopment: Lakewood 2015; Onishenko, 2012).

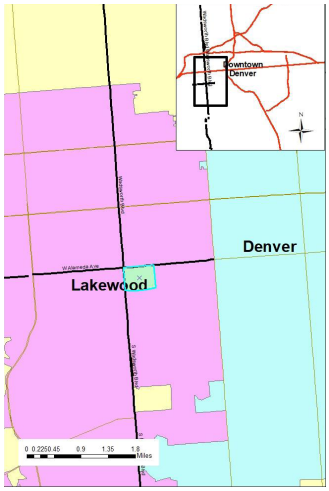

Figure 26 *Belmar location map, by Keith Morphis*

Figure 27 *Belmar Center aerial view, by Continuum Partners*

History and context

In 1966, the Villa Italia Mall opened in Lakewood, Colorado featuring 880,000 square feet of retail space. Located approximately 8 miles from Downtown Denver, it was the largest indoor, air-conditioned shopping mall west of Chicago. The mall was busy for nearly 35 years, serving as the center of economic and social activities in Lakewood. As time went on, the mall began to face more competition from new shopping centers in outlying suburbs, leading to a loss of market share. In 1994, sales peaked at the Villa Italia Mall. The subsequent decline and the center's future worried the City of Lakewood, which led to redevelopment discussions with the community and developers (Belmar Mixed-Use Redevelopment: Lakewood, 2015; Onishenko, 2012).

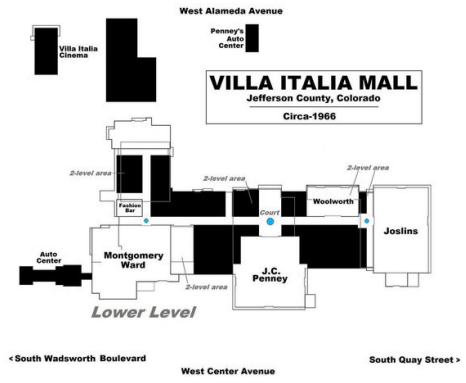

Figure 28 *Villa Italia Mall floorplan, image from Pinterest, original source cannot be verified*

Figure 29 *Villa Italia Mall aerial view, by City of Lakewood*

The decline of the center was swift: by 1999, the mall was at 50% occupancy and by the middle of 2001 it closed for good. Given the mall's long-time status as the heart of the community, the closure was significant for Lakewood. It also meant a significant loss of sales tax revenue for the City, deeply affecting its budget (Belmar Mixed-Use Redevelopment: Lakewood, 2015).

Design

Belmar's design concept was determined by a committee with three architects representing all three respective parties: the city, the developer, and the community. The final concept that was implemented embraced a small town "main street" feel with a grid that would be more integrated with the surrounding area, improving walkable access, and a mixed-use format. When you are inside the center, you feel you are in a different place than the suburbs, and that was the intent. The orientation was towards integrating the center with the community. Uniform design standards allowed the center to develop its own identity to the extent that it is often referenced with new developments in their style, showing that it is significant.

Figure 30 *Belmar streetscape in the evening, featuring strung lighting and abundant tree plantings*

Belmar is laid out over 22 city blocks, contains over 777,000 square feet of retail space, 868,000 square feet of office space, and 190,000 square feet of hotel space. It has 1,048 housing units, nine public parks and plazas in addition to the 5,000 parking spaces that exist in parking garages and on-street parking. It represents a model that many other developments have attempted to mimic in their own communities with varying degrees of success; it was a progressive development in the suburban retrofit of greyfield developments.

The remaining issues for Belmar largely pertain to connectivity. The community has identified connectivity issues with the neighborhood to the east of Belmar. The neighborhood does not have any direct vehicle access to Belmar and pedestrian pathways were only added recently. Additionally, Belmar struggles with its edge visibility along its western and northern arterials. Along these borders, the development has a traditional retail center appearance, obscuring its unique character and appeal. Belmar has also struggled to achieve true vertical integration, as most buildings are either commercial or residential, only three are truly mixed-used (P. Rice, City of Lakewood, personal communication).

Impeding and facilitating factors

The community played a huge role in Belmar's successful redevelopment. Public input included several committees and citizen advisory groups that participated in an array of public outreach activities for the project. In 1997, the Alameda Gateway Community Association was formed to address improvement plans for the area—especially the properties in and around the mall. The developer and project lead within the City met with the group for over a year, working closely to develop plans. The project team met with community groups over 30 times during 2001, and the team kept the community informed throughout the process (Belmar Mixed-Use Redevelopment: Lakewood, 2015; Onishenko, 2012).

Financial

The developer, Continuum Partners, obtained a $1.95 million loan from the Colorado Brownfields Revolving Loan Fund and obtained a $110,000 brownfields grant from the City of Lakewood, which was secured from the Federal Government. Additionally, the City utilized bond financing to cover 60% of the total cost of public improvements, while the developer paid for the remaining 40% of the development costs.

The City established a Tax Increment Financing (TIF) district and a Public Improvement Fee (PIF) to support the redevelopment project. In addition, the Lakewood Reinvestment Authority pledged money through the Alameda Corridor property tax increment to repay city bonds until the developer is paid back in full by August, 2027. The developer was also allowed to impose a 2.5% PIF, with the City of Lakewood waiving 2% of its 3% sales tax on the site and rebating half of the 3% lodgers tax towards the payment of bonds issued for public improvements when the planned hotel is completed (Belmar Mixed-Use Redevelopment: Lakewood 2015; Onishenko, 2012).

Current status

Today the Belmar Center has grown into one of the most well-known greyfield developments in the country. It has more than 80 retail options, that range from national big box retailers, like Target, Whole Foods, and Dicks Sporting Goods, to local stores and services, such as dental offices and gyms. From its beginning in 2004, Belmar is still being built out, as it was designed to adapt to the changing economic and consumer demands. Currently, Belmar includes 3.5 million square feet of development (https://www.belmarcolorado.com/). The property hosts 2,000 residents and 3,000 employees. The project contains 8,370 solar panels that produce 2.3 million megawatts of electricity; all commercial buildings in the project are LEED certified, and the Belmar Windfarm generates up to 900 kilowatt hours of electricity per month.

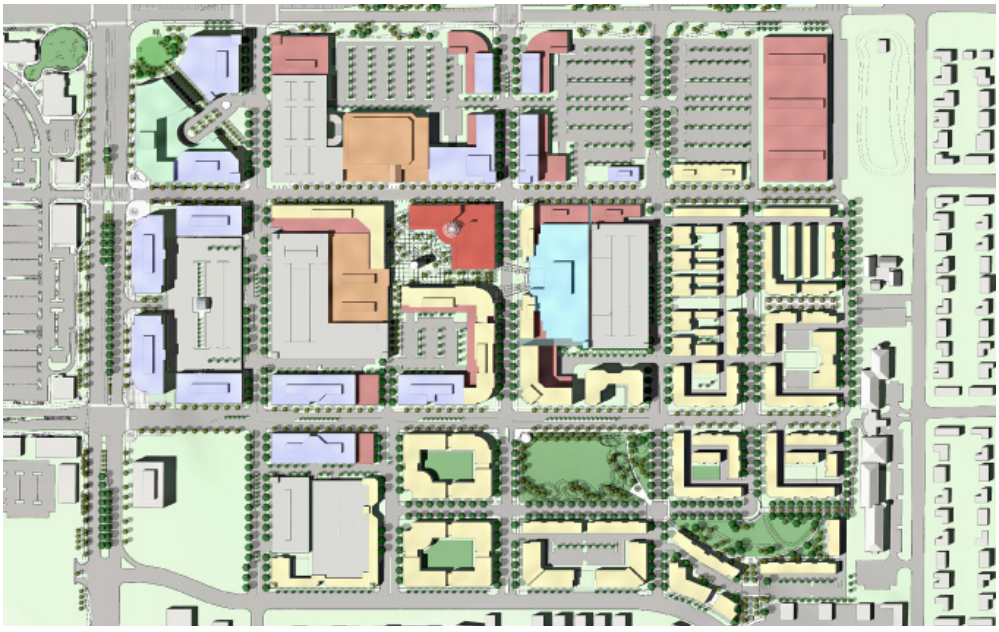

Figure 31 *Belmar layout map, by Van Meter Williams Pollack LLP*

RECOMMENDATIONS FOR THE CITY OF PEORIA AND THE FUTURE OF P83

Literature and case study overview

Multiple themes were identified between the literature and case studies that were also prevalent in the Peoria Omnibus survey results. Identified themes that have a strong correlation with the success or failure of a greyfield development include: the site's connectivity to its surrounding neighborhoods by multiple modes of transportation, accessibility, and walkability. Projects that did not address these items often did not succeed long term. These issues were also raised in the previously detailed survey conducted on Peoria residents in 2019. The results made it clear that there is much opportunity to enhance and increase non-motorized access, connectivity, and walkability throughout the district. It can also be theorized that implementing these principles could increase the amount of time patrons spend at P83 outside of their basic errands.

Other key factors present in many of the literature review cases included the municipal government moving forward with a project that lacked a cohesive vision or set of goals. Such projects often featured limited or no public involvement, and did not successfully address potential issues in the development's surrounding neighborhoods which might inhibit the use of the redeveloped center, ultimately leading to their continued failure.

The City of Peoria aims to take a proactive approach toward these kinds of issues, in an effort to successfully transition the district into its intended future as the region's premier activity center. The successes in Belmar, Skysong, and Park Central all tie to these important categories. Key hurdles for Peoria to overcome include the overall lack of access to P83 to the west and south, and improving the connections between key nodes inside the district to improve pedestrian and other non-motorized movement.

Transition nodes

To improve connectivity and walkability in P83, three nodes have been identified as vital points of intervention. Currently the district's overall size and layout prevent these nodes from accomplishing the goal of enhancing accessibility throughout the district. All three nodes are internally located, and ring the Peoria Sports Complex, which is the main focus of the city's future plans for P83.

N 79th Ave and Paradise Lane

This point is not currently an actual intersection or node, but in fact a driveway that services the delivery area of the North Valley Power Center (Figure 32). The City has previously identified this point as a potential connection to Bell Road to the north (indicated in red), by "punching" through the North Valley Power Centers parking lot and some smaller retail stores that exist in the right of way path (Peoria Sports Complex Plan, 2009). This connection would instantly improve access to the Bell Road corridor, which has access to the Valley Metro super grid bus network, and the Arrowhead Towne Center in neighboring Glendale. It would also provide another avenue for traffic to efficiently leave the area following major events at the Peoria Sports Complex. The current alleyway behind the shopping center is wide enough for a 4-lane street, however a roundabout could prove more beneficial. One could be placed slightly to the south of the current alignment of Paradise Lane into the parking lot (indicated in black), as the apartment complex prevents the addition of a left hand turn lane onto Paradise Lane. A roundabout would also be a good alternative to a traditional traffic light intersection by increasing traffic flow following events, thus preventing vehicle congestion near the exit.

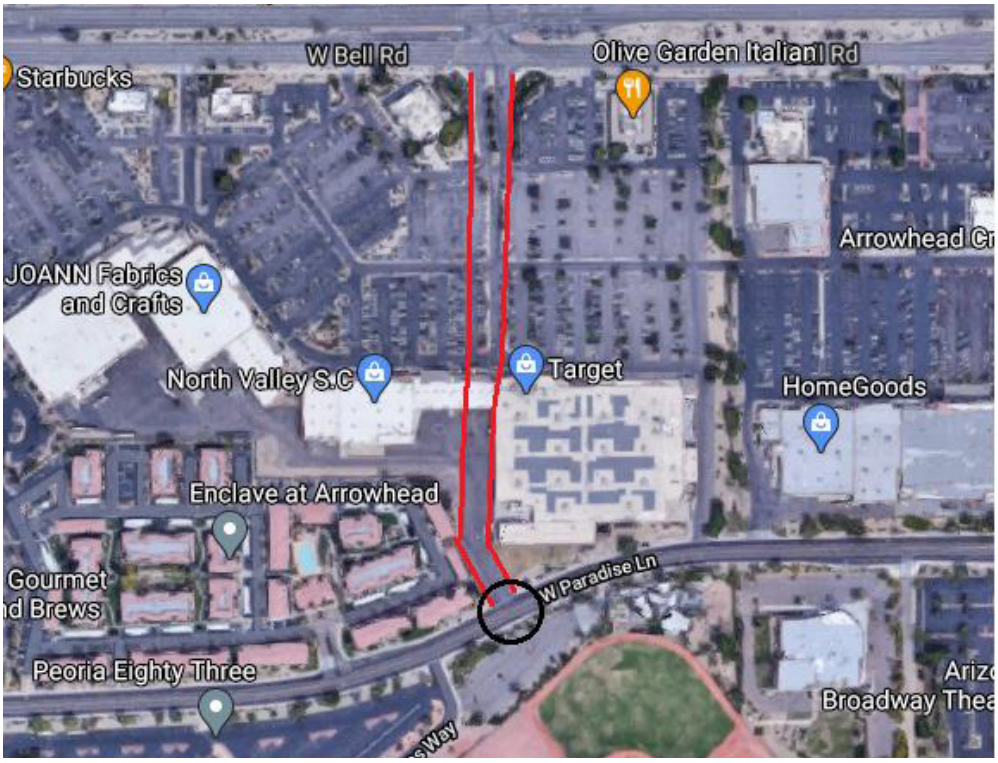

Figure 32 *79th Ave and Paradise Lane node, from Google Maps, annotated by Keith Morphis*

N 83rd Ave and Paradise Lane

This intersection at the heart of P83 is at the crossroads of the district's changing traffic patterns. North of the intersection, traffic can occasionally back up from the Bell Road intersection. South of the area on 83rd Avenue, the city has identified a section of road currently six lanes wide (three each way), to be reduced to four lanes (two each way, marked in red in Figure 33) (Peoria Sports Complex Plan, 2009). A review of the section of road between Arrowhead Fountain Center Drive on Peoria's traffic engineering website shows a traffic volume of 4,368 cars per day. A reduced two-lane road (one lane in each direction), has a capacity of 10,000 cars per day. These suggested lane reductions can provide for wider sidewalks, providing a more walkable, pedestrian-friendly space. Additionally, converting a nearby parcel or parking lot into a public space can further encourage visitors to linger within the area.

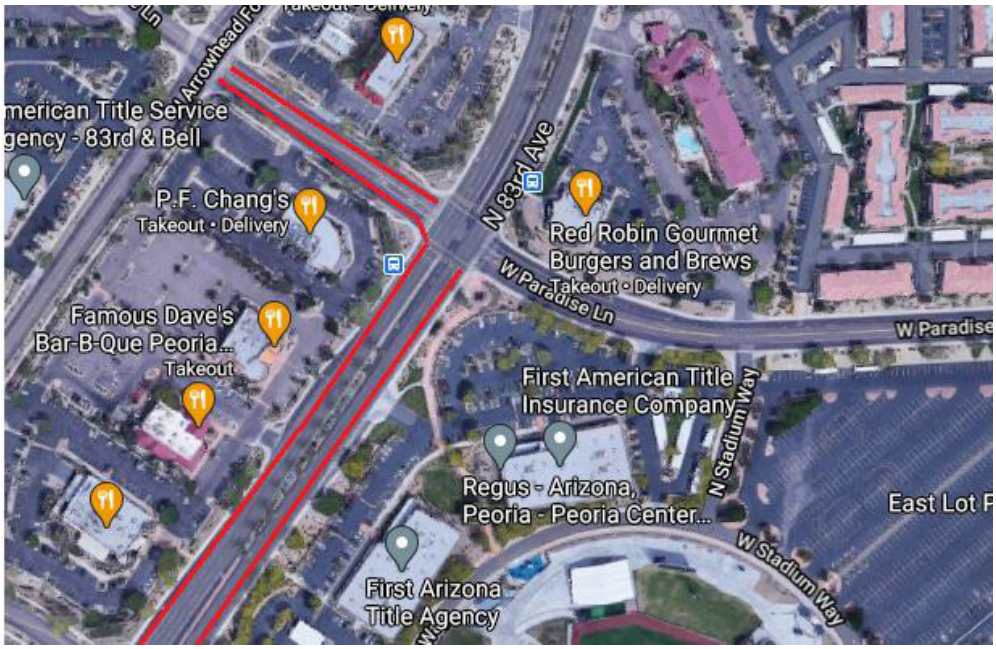

Figure 33 *N 83rd Ave and Paradise Lane node, from Google Maps, annotated by Keith Morphis*

Harkins Theater

The node at Harkins Theater was recently developed into a **woonerf**, or "living street," that attaches to the retail establishments that are across Arrowhead Fountains Center Drive from its front entrance (Woonerf, 2020). This provides a raised road to the level of the sidewalk, which slows vehicle traffic and presents a safer environment for pedestrians. This node has not yet experienced the intended benefits of increased foot traffic, with the nearby retail establishments struggling to keep tenants. It is theorized that the issue with this particular node is the general lack of attachment to other points of interest. However, the node could potentially benefit from the development of Stadium Point at P83, as it is directly adjacent from this proposed development. In addition, the development of a pedestrian bridge over Loop 101, just south of Harkins, could tie in with the crossing into Stadium Pointe. This could create a walkable section from the baseball stadium to the west connecting to the New River Trail and the residential neighborhoods beyond it (shown in red in Figure 34).

Editor's Note

Woonerf or living street techniques encourage pedestrian and multi-modal transportation activities, rather than primarily catering to personal motor vehicles. These techniques may include lowered speed limits, traffic calming measures, or shared spaces, among other methods

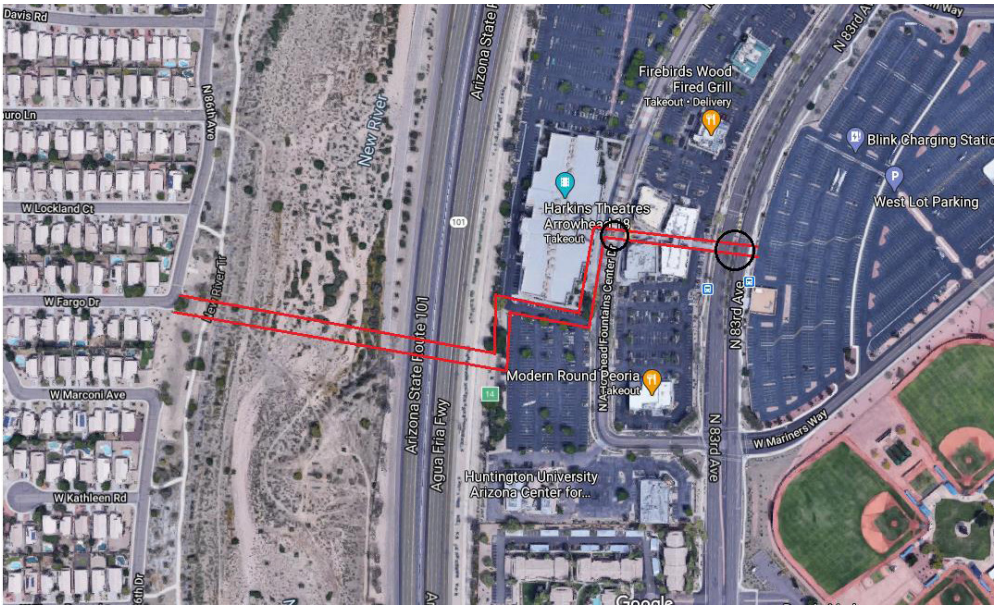

Figure 34 *Harkins Theater node, from Google Maps, annotated by Keith Morphis*

Summary recommendations

P83 presents a unique opportunity for the further development of best practices for greyfield development sites. The district is of a substantial size, and arguably may be suffering from its vast amount of land devoted to parking space, which can feel inaccessible or intimidating to pedestrians. This compounds the other primary issue of P83's accessibility, with its location between the Loop 101 Freeway and Skunk Creek representing a significant impediment to anyone trying to access the district by non-motorized means.

The following summarized recommendations identify best practices and strategies that Peoria could consider to reimagine P83 in future development plans. The recommendations range from targeted infrastructure improvements at key points and nodes, to policy changes regarding walkability, accessibility, and open space improvements. These recommendations apply to the city, as well as any potential private developers wishing to participate in the district's development in the future.

Best practices

Be proactive for cost-effective redevelopment strategies

On average, the retail industry changes every 10 to 15 years and greyfield developments are no exception. The costs of updating a retail center are significant and become more expensive as the property ages. In each of the case studies, the local municipality and developers were largely intervening after the retail center had declined or failed. At this point, intervention becomes both inevitable and cumbersome, and redevelopment opportunities become massive and difficult to achieve without a large contribution and effort from the municipality.

Each of the case studies were also located within mature, inner-ring suburbs that have begun to transition to more urban neighborhoods. Peoria, however, is both a younger suburb and P83 is currently successful. This provides the City of Peoria with opportunities to be proactive, targeting new development opportunities within P83 in ways that guide the city's growth and support its vision. These targeted interventions enable Peoria to engage in future planning, long before the entire P83 becomes economically obsolete. Furthermore, the City can take the time to identify underperforming properties and meet community needs incrementally, retaining its sales tax revenue, while improving its amenities for residents and bringing in new tax revenue sources.

Develop a "game plan"

Before any development can be proposed or built, it is recommended that Peoria develops a "game plan" to further determine its goals for P83. The literature review identified proactive visioning as a key step for municipalities pursuing successful redevelopment efforts. Identifying municipal needs, as well as the needs and goals of local residents, is crucial. Critically, this vision should be long-term. As the case studies illustrated, many redevelopment projects occur in phases and take decades to execute. The City's vision process can help clearly identify its long-term vision for the area, as well as any incremental needs it may require along the way.

Be flexible

It is critical for a city to target its overall design and infrastructure for flexibility. This is mentioned in the Congress of New Urbanism, and is important in helping retail centers like P83 transition with the ever-changing demands of society (CNU Transit, 2020). This is especially true in a district as large as P83, where flexibility allows the individual parts to be altered over time as sections grow in and out of demand. This flexibility can be easily applied to planned area development documents for the parcels that make up P83.

Building beneficial relationships for community well-being

The developer is a critical component of a successful redevelopment strategy. In the Skysong, Belmar, and Park Central case studies, the local municipality was able to identify a single private developer as a strong partner with the potential to contribute to and implement the City's long-term vision. At the Belmar Center in Colorado, the relationship between developer and municipality was symbiotic, as the City was able to use its resources to connect community members and groups to help guide the project for the community's benefit and buy-in. Facilitating a community buy-in is key to any project's financial success, from the onset with public money, to the end with patronage of the development by residents.

In Skysong's case, the City of Scottsdale purchased the entire Los Arcos Mall property, opting to use a long-term land lease as a conveyance model for the developer. Stipulations provided the City with the ability to apply strict terms and conditions to what was to be built and when. It also allowed the city to provide incentives to the developers, delaying the lease terms until an occupiable building was constructed.

This rule allowed the developer to only pay for the lease on a developed parcel that had a certificate of occupancy (D. Couvillion, ASU Foundation, personal communication). This was a key issue for the developers and ASU, especially during the early years of the Great Recession, as the economy shuttered and growth ground to a halt.

For the Park Central Mall, the City of Phoenix planning department met with the owners and developed a game plan to assist their goals of redevelopment. They reached out through their contacts with the previous owners and tenants to get them to sign over their rights to Covenants and restrictions to the parking areas of the center. This was vital as these Covenants and restrictions presented legal hurdles for the project to move forward, and the city had the contact information in house. They are currently applying a similar approach to the Metro North Shopping Center which is undergoing its own redevelopment after closing this year (N. Kilmek, personal communication).

Uniform code

In recent years, many cities have developed form-based codes for their urban core to help encourage development and reduce regulations on the types of buildings and businesses that can be developed in an area. A form-based code is used to encourage a predictable built environment, shifting from Euclidean zoning's focus on separating uses and building types. The core goals of a form-based code is to improve pedestrian safety, reduce urban sprawl, and preserve historic districts (Form Based Code). Locally, the City of Phoenix has adopted a type of form-based code with its Walkable Urban Code. This code is designed to apply to the Downtown Phoenix area and along the light rail corridor of the City.

Figure 35 *Scottsdale Quarter streetscape*

Figure 36 *Scottsdale Quarter layout map, by Nelsen Partners*

The lack of a high capacity transit corridor in or around P83 is not an inhibitor to the benefit of a form-based code. There are many examples of developments that follow a walkable code design on a much smaller level. Examples include the Scottsdale Quarter, which has plazas, shade trees, shade structures, and a uniform design which provides a very pleasant experience (Scottsdale Quarters Map, 2020). The center is not along any light rail or other form of mass transit, and instead the City of Scottsdale has implemented a planned area development around the center to feature higher density and mixed-use zoning. Pedestrian access between the two centers is provided by a High-Intensity Activated CrossWalk, or HAWK beacon. This type of safety feature can be incorporated into any planned area developments to be paid for by the developers. This plan could potentially fill in the area around the new Stadium Point development (Peoria Economic Development, 2020).

Applying a related standard to P83, similar to the Phoenix Walkable Urban Code, could prove useful by providing general rules for all areas of the district, facilitating a more uniform feel throughout. Potential guidelines could include:

- Minimum amounts of shaded space
- How much shade would be provided by structures versus trees
- Use of native vegetation that is strategically selected for shading and cooling abilities
- Pavement material guidelines that improve drainage, filtration, and combat the urban heat island effect (Phoenix WU Code, Section 1310, 2015)

Connectivity

Connectivity to surrounding neighborhoods is a central theme in the literature about greyfield redevelopment, as well as the case studies. Connectivity does not only pertain to automobile connections, but also non-motorized access for all modes of travel, such as pedestrians, cyclists, and scooters. Connectivity to surrounding communities helps to integrate the project, providing people nearby with an activity center for walking, running, and biking. Often a lack of non-automotive pathways can inhibit activity to the center and limit the access to residents who cannot drive.

P83 is currently isolated from adjacent residential areas on all sides, separated by natural and man-made obstructions. To the south, the Skunk Creek wash and the Peoria Sports Complex practice fields create substantial obstacles to connectivity. The complex alone represents an accessible space that is 3,700 feet wide and inhibits any pedestrian or multi-use paths that could connect P83 to its southern neighborhoods. To the west, the 8-lane Loop 101 Freeway and the New River represent a nearly 1,000-foot wide barrier between P83 and its neighbors.

In both instances, there are creative ways to consider new connections between P83 and nearby neighborhoods. Figure 37 identifies several possible connection points, including pedestrian bridges and trail heads that could facilitate greater access to P83. A southern bridge could cross over Loop 101 and land just south of the Harkins Theater complex, and find its way to the crossing at 83rd Avenue by winding through the parking lot and retail outcropping adjacent to the Harkins Theater entrance on Arrowhead Fountain Center Drive. This proposed path could provide direct access to the Stadium Pointe at P83 when it is completed.

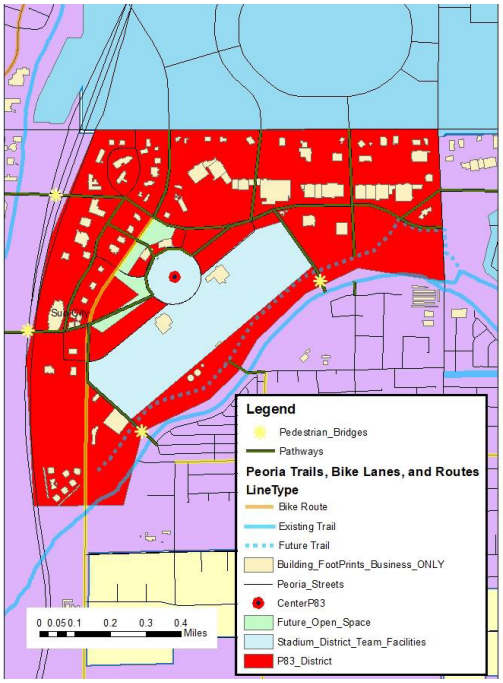

Figure 37 *Multi-use path and pedestrian bridge map, by Keith Morphis*

As seen in Figure 37, a northern pedestrian bridge over Loop 101 could be positioned to land between the office building at the corner of Arrowhead Fountains Center Drive and Paradise Lane. This could provide enough room for a ramp to cross Loop 101, and also its terminus at that intersection could provide direct access to non-motorized individuals into the heart of P83. It would also create a more inviting path for people traveling down the New River Trail who want to enter the district without traversing Bell Road and its 60,000 plus vehicles per day.

To the south of the district, the existing Skunk Creek Trail connects with the New River Trail to the southwest of P83. The Skunk Creek Trail connects through the sidewalk on 83rd Avenue, but it has almost no connections to the north of the actual creek until it is east of the district on the other side of 75th Avenue. A potential solution could involve two bridges which cross Skunk Creek at the southwest and northeast ends of the sports complex (Figure 37). These bridges would be over a half-mile apart, but provide the most access to P83 from the east side. The Skunk Creek Trail also traverses east of P83, connecting to the neighboring City of Glendale. In addition to the southeast connections, a continuation of the Skunk Creek Trail down the channel under Paradise Lane and 75th Avenue would provide further connections to residents east of the district.

The connections of the Skunk Creek Trail east of 75th Avenue, where it rises to street level, traverses in front of a new 350-unit multifamily development. This trail is currently being planned to extend to the north side of the creek to provide access to the P83. When it is constructed it will provide great pedestrian access to the district, especially the Arizona Broadway Theatre that is located on Paradise Lane. Additionally, providing trail connections with 77th Avenue which ends just north of the current terminus of the Skunk Creek Trail would improve accessibility to the east of P83 into the City of Glendale.

Figure 38 *Suggested pedestrian bridge style featuring a reduced footprint, from Archdaily*

Figure 39 *Suggested pedestrian bridge style featuring additional shade and noise protection, from City of Omaha*

Bridge styles similar to Figure 38 also provides an opportunity to avoid a long ramp that might protrude into the right of way of Arrowhead Fountains Center Drive. This rendering could provide inspiration for the southern bridge that lands near Harkins Theater. Wraparound ramps could reduce the potential footprint issues that a long straight ramp might cause, and these unique style bridges can utilize their interesting facades to function as a landmark, indicating the district's location for commuters on Loop 101.

Figure 39 provides another potential pedestrian bridge design which has the added benefit of increased shade and freeway noise reduction. This type of shelter from the elements could help create the most inviting environment for pedestrians.

Walkability

Continued implementation of Peoria's Shade Master Plan could improve P83's walkability by creating more shade along its existing network and any new upgraded sections. Additionally, by increasing non-motorized connectivity within P83, there are further opportunities to improve the walkability within the area. Improving walkability could encourage patrons to visit other stores or locations, as well as create a more inviting appearance for people to access the district by foot or bicycle.

Redesigning sections of parking lots to allow for mixed use retail could also provide more options and substantially improve walkable connections for pedestrians. As shown below in Figures 40-41 from Scottsdale Quarters, the smaller two-lane streets with on-street parking, shade structures, and trees could make great strides toward creating a more walkable environment.

Figure 40 *Scottsdale Quarter street design featuring pedestrian amenities, by Design Workshop*

Figure 41 *Scottsdale Quarter street design showing traffic integration, by Design Workshop*

Using a similar Walkable Urban Code would help establish a land use matrix for the district, which would provide instructions and layout guidelines for most general business types and clarify any design confusions for new land use developments (Phoenix WU Code, Section 1306, 2015). These regulations would also allow Peoria city planners to focus on other aspects of the projects, subsequently streamlining the development process.

Potential issues with a walkable code is the fact that P83 does not exist on or adjacent to any type of high capacity transit, requiring most of its visitors to utilize private automobiles. For this reason, restrictions on parking will have to be evaluated in the future to find potential reductions.

Open space

Presently, the P83 District would benefit from the addition of public open space in which to hold events or provide further opportunities for leisure. A lack of unprogrammed (or lightly programmed) green space means there are few opportunities to entice visitors to linger within P83. It is recommended that the City of Peoria and developers plan for the inclusion of dedicated open and/or green space as P83 evolves. The public open space should be of sufficient size to be inviting, but not too large to create an overwhelming void. For example, Belmar offers two distinct public open spaces in the heart of the center. One is an open traditional park space adjacent to a primarily residential area; the other is at the heart of the commercial space and is designed to be programmable. This programmable open space is surrounded on three sides by buildings of many uses, including a theater and two mixed-use buildings with ground floor retail and upstairs residential. The third building is entirely retail. The open space functions as a plaza with shade structures, trees, benches, tables, planters and a fountain to break up the space. It is designed to host multiple events throughout the year.

Figure 42 *Scottsdale Quarter open plaza design, by Design Workshop*

Figure 43 *Skysong open patio, by ASU Innovation Zones*

Land use

Currently, P83 has a substantial amount of space dedicated to parking and transit uses. This can create an uncomfortable environment for pedestrians, while also contributing to the urban heat island effect. This type of low intensity land use creates a space that is empty for a significant amount of time, reducing vibrancy and revenue opportunities.

In a relevant interview by the Congress of New Urbanism, general ideas were presented for developing successful walkable mixed-use developments from similarly designed retail areas. In the article, the concept of implementing small walkable spaces is not considered the best way to design and build the centers. Rather, there must be a proper balance between the current demands of the space, and leaving the space flexible for simple and affordable incremental conversion toward more walkable, pedestrian-oriented zones (CNU Transit, 2020).

It is suggested to convert or adapt the district progressively over time, implementing new developments with an eye toward creating plentiful walkable spaces throughout P83. This incremental approach suggests initial new developments may not be immediately walkable, but are designed to be easily retrofitted into main street types of places. Build the streets and parking lots in P83 to be set up in blocks, this way as the demands change, individual parcels can be systematically converted to denser, higher intensity land uses (CNU Transit 2020).

Edges and signage

Visibility and branding is an important aspect of greyfield redevelopment. Visual cues and branding that occur within the center and on its edges are important signals to anyone traveling near the site. The implementation of strong signage along all major access corridors to the project is shown to have a contributing factor to the redevelopment's success.

In the case studies, Skysong addressed this by installing the "Skysong" landmark (Figure 44), a giant shade structure that can be seen from the surrounding neighborhoods. Its visual presence announces the center and suggests something interesting is happening at the site. In the Park Central case, recent redevelopment strategies have included a prominent shade structure that both links the center with Central Avenue and the light rail station, as well as provides a highly-visible signage opportunity.

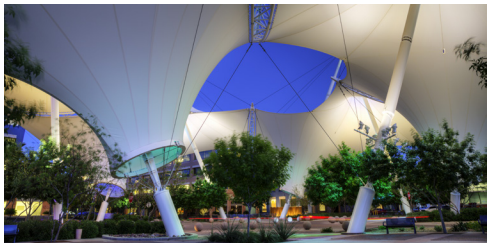

Figure 44 *Skysong shade structure that also acts as a visual landmark*

Figure 45 *Rendering of Park Central's bold signage and shaded walkway*

Lastly, Belmar in Downtown Lakewood struggles with this particular aspect. Its edge conditions do not create visual interest in the project and signage is limited, which creates a situation where most drivers are unaware of its location. Belmar becomes a center largely designed for an internal user, and its current branding does not seem to effectively attract people. This is especially important as the Belmar Center is considered a success as a local shopping center, but has been less successful at achieving its goals as a regional center (P. Rice, personal communication).

Signage for P83 could be used to mark the location of the center, but also take on other roles. For example, signage could be incorporated into a unique pedestrian structure over the Loop 101 Freeway, achieving both connectivity and branding goals. Peoria has already installed several of the standard P83 Pylons at various locations on the edge of the district. These are helpful to identify the area to people on these roads, especially the many smaller roads such as Paradise Lane.

One potential space that could be improved with a more prominent structure is the Signage at the corner of Bell Road and Arrowhead Fountains Road. This placement directly off the Loop 101 freeway would be a great location for a more substantial signage structure that would be noticed on such a busy road. A replication of the signage at the 83rd Avenue southern entrance (Figure 47) of P83 could be a great addition.

Figure 46 *Eye-catching Belmar entrance signage, from La Vida Belmar*

Figure 47 *Potential location for substantial P83 signage, by Google Maps*

Next steps

Peoria has already begun taking steps to move P83's development forward. The following suggestions detail next steps for Peoria to continue its path toward molding P83 into a center of activity Peoria and the West Valley.

Stadium Point at P83

The Stadium Point could be an ideal location to begin redevelopment. Though currently it may be considered underutilized, once built up Peoria could connect the non-motorized path network into the 17-acre parcel. This provides a destination for visitors using the trail network in and around the area. The new development represents an anchor that further parcels can be developed around using the guidelines that follow. Organically the district can slowly be converted as time progresses.

Planned area developments

The literature review and certain case studies mention the use of planned area developments as a way to work around zoning changes and other restrictions of a parcel. Peoria has several planned area developments in P83, and going forward the City could consider updating them, or applying a set of uniform standards to the rest of P83 as parcels come up for redevelopment. Planned area developments allow cities to increase densities, and provide for unique or different uses, development patterns, and variety that traditional zoning would not allow.

Walkable network

Development of a connected path network can be created by widening sidewalks in strategic places across the district, using new developments to have these parcels pay for the upgraded sidewalks can add to the connectivity in P83. Encouraging a development towards a better grid network in P83 as well as inside the individual planned area developments could provide a future blueprint of development that is much more walkable.

Flexible development

Encouraging flexible structural designs to the developments would allow parcels to be modified as use patterns change, keeping the land use intensity proper with the district's growth. Most big box retail centers are notably inflexible, which has proven to be a consistent inhibiting factor to their adaptation. By allowing for flexibility of the parcel, developments can retain their usefulness and avoid expensive redevelopment such as the case studies had to go through (Steuteville, 2017).

CONCLUSION

The physical retail landscape of today faces complex challenges triggered by ever-changing commerce trends. Peoria specifically is faced with the issue of preserving and enhancing the P83 district to prevent decline or obsolescence. However, through this challenge the city is also presented with the unique opportunity to proactively plan and develop this retail district incrementally over time. The transformation of P83 into a premier "urban village" is presented in this capstone report as a strategic investment in the future of Peoria and the happiness of its residents.

Master of Urban and Environmental Planning capstone student Keith Morphis developed actionable suggestions for the City of Peoria with the intent to maximize the comfort, accessibility, and connectivity of the P83 district. By analyzing existing conditions, conducting a literature review, and examining relevant case studies, Keith was able to outline key proactive management strategies and design suggestions for the area. These suggestions coincide with the established municipal goal of growing the district into the Northwest Phoenix Metropolitan Area's primary retail center, by adapting to the evolving needs and demands of the region's diverse communities.

Building on the first Peoria Placemaking project from the fall 2019 semester, and also connecting to major themes in the Skunk Creek Reimagination and Transit Optimization projects, this report sought to provide as holistic of an evaluation as possible. Though mainly focused on urban planning and design principles, by linking the city's placemaking efforts with important factors such as connectivity and local transportation, the project begins to take on a new direction driven by the multidisciplinary collaboration of multiple departments and stakeholders.

Through the support of the Project Cities program and faculty at ASU's School of Geographical Sciences and Urban Planning, the research and recommendations presented in this report are hoped to serve as a guide to assist Peoria leadership and decision-makers in their efforts to continually serve their communities. The actions and strategies outlined throughout the project propose to enhance, develop, and elevate the P83 district for all its users for years to come.

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links.asu.edu/PCPeoriaPlacemaking20F

APPENDIX 1

Select relevant survey questions

Land use/placemaking observations

Q3.5 What attractions bring you to Old Town?

Food truck, art, Music, Festivals, Theater, restaurants, Christmas, shop, holiday, events, theatre

Q4.7 Have you ever attended an event run by the city in P83?

Yes - 53%

No - 47%

Q4.8 If not, why?

Didn't know about event - 52%

No events have been appealing to me - 33%

Q4.13 Would more local businesses in P83 encourage you to visit more often?

Yes - 60%

Maybe - 36%

Q4.15 Which of the following events would encourage you to visit the P83 area?

Art walk - 12%

Crafts Festival - 18%

Gardening - 8%

Sports - 9%

Holiday markets - 22%

Wine tasting - 20%

Game day events - 8%

Q4.18 How much money are you willing to spend on a typical visit to the P83 area?

$1-25 - 8%

$26-50 - 37%

$51-100 - 40%

Transportation/connectivity observations

Q3.16 After parking, would you prefer to walk or take a shuttle?

79% - walk

Q3.17 How far are you willing to walk?

53% - less than 1/4 mile

37% - 1/4-1/8 mile

Q3.18 How long are you willing to wait for a shuttle?

5 mins - 56%

10 mins - 37%

Q4.10 When was the last time you visited P83 to shop, events, socialize?

1 week ago - 55%

2 weeks ago - 13%

3 weeks ago - 18%

Q4.9 Typically on a visit to the P83, how many businesses do you visit?

1- 38%

2 - 43%

3 - 13%

Q4.14 How do you get from place to place in P83?

Walk - 9%

Car - 88%

Q8.4 Approximately how far do you live from the P83 area?

Less than 1 mile - 4%

1-2 miles - 14%

2-3 miles - 18%

Greater than 3 - 63%

Q8.9 How far would you be willing to travel via the following methods in order to reach recreational sites?

57% by bike, over 1 mile

68% by walking, under 1 mile

79% by rollerblade or skates, under 1 mile

62% under half a mile, by skateboard or scooter

Q8.11 How many customers commute by non auto?

Less than 5% - 78%

5-10% - 7%

10-20% - 14%

Q8.12 Pedestrian friendly paths to businesses?

Agree - 35%

Neither - 57%

Q8.13 Barriers to non-automobile access?

Ranch style homes?

Traffic

Heat

Area

Open space observations

Q4.19 In your opinion, what kind of amenities would most enhance the P83 area?

Nice lights - 14%

Shaded areas - 18%

Benches - 11%

Fountain - 10%

Trees/flowers - 15%

Splash pads - 11%

Misters - 12%

Q4.20 Agree or Disagree: I believe there are enough open areas/ pedestrian sidewalks in P83.

Agree - 33%

Neither - 37%

Disagree - 22%

Q4.21 Agree or Disagree: The open space and sidewalks in P83 makes the spaces in P83 feel easily, comfortably, and quickly accessible.

Agree - 34%

Neither - 39%

Disagree - 18%

Q6.2 How often do you use the following resources?

Rio Vista Park:

Never - 33% Less than once/month - 41%

Skunk Creek:

Never - 62% Less than once/month - 22%

New River Trail:

Never - 59% Less than once/month - 21%

Q8.1 How many times do you visit Rio Vista Park?

0-2 times/month - 87%

3-6 times/month - 8%

Q8.3 Have you ever heard of Skunk Creek Trail?

Yes - 69%

No - 26%

Q8.4 How many times a week do you use public active recreation sites in your area?

0 - 68%

1-2 - 26%

Q8.6 Agree or Disagree: The area in which I live would benefit from more active recreation sites.

Strongly Agree - 36%

Agree - 33%

Neither - 25%

Q8.8 Agree or Disagree: The area in which I live would benefit from more passive recreation sites (e.g., nature observing, hiking, kayaking).

Strongly agree - 35%

Agree - 36%

Q8.7 How often do you use passive recreation per week?

0 times - 31%

1-2 times - 46%

3-5 times - 14%

Q8.10 What outdoor recreation activities would you most enjoy in the area?

Bike Trail

Walking

Hike

Park

Volleyball

Basketball

Pool

Placemaking/livability/walkability

Q3.13 What sort of placemaking elements would you want to see more in Old town?

Nightlife - 43%

Recreation - 37%

Arts - 36%

Leisure - 45%

Entertainment - 68%

Other - Stores like old town Glendale?

Restaurants/bars (multiple people)

Q3.21 What types of placemaking projects do you want in Peoria?

Restaurants, shopping, community, place, kid, walk, shade, space, cool

Q4.2 What is your opinion of public art?

I like it - 56%

Wish there was more - 18%

Q4.3 Indicate the degree to which you agree or disagree with the following statement? "P83 is a fun place to be”

Strongly agree - 9%

Agree - 47%

Neither - 31%

Q4.4 If you attend a spring training game, which of the following activities are you likely to stay in the area to do?

Eat - 57%

Shop - 15%

Movie- 12%

Socialize - 11%

Q4.6 agree or disagree? “The P83 area is visually pleasing."

Strongly agree - 10%

Agree - 51%

Neither - 37%

Q4.11 Indicate the degree to which you agree or disagree with the following statement: "I consider the P83 area to be a safe place."

Strongly agree - 24%

Agree - 58%

Neither - 15%

Q4.12 Which of the following would you like to see more of at P83?

Restaurants - 20%

Art - 11%

Entertainment - 33%

Bars - 13%

Stores - 12%

Other - (lots of more locally owned business/less national chains)

Activity for kids

Q4.19 At what time of day are you most likely to visit the P83 area?

Afternoon - 20%

Evening - 74%

Q4.16 How often do you go to P83 to shop/eat/socialize, instead of other centers?

Never - 10%

Once/month - 42%

2-4 times/month - 32%

Once a week - 17%

Q4.17 How much time do you spend just walking around and enjoying the atmosphere in P83?

Less than 5 minutes - 77%

5-15 minutes - 16%

Q5.15 Would you like to see community meeting spaces available to the public in this area? (Four corners)

Yes - 40%

No - 14%

Not sure - 45%

APPENDIX 2

Interview notes: Skysong

Background questions researched prior to interviews

1. When was the original center opened?
    - 1969-1999
2. How big is the property?
    - 42 acres
3. When was the project rebuilt?
    - Started in 2008, ongoing
4. Neighborhood Demographics
    - Working class, 5k per square mile, Avg household Income -$84k, 2.25 person per house
5. What was at the center exactly before?
    - Primarily a shopping mall, anchors, smaller shops, large parking lot

Interview with Greg Bloemberg: City Planner

Questions for planners

1. What kind of feedback or buy-in did you receive from the stakeholders (residents/businesses)? (support or difficulty)
    - Was their political support/ or obstacles to get redevelopment?
        i. Took over in mid 2000s. Culture shock - some felt it was an eyesore and others wanted it to stay as is as a mall.
        ii. Initial hockey arena - vote approved - denied by city council. Big box retail ideas - suggested -
        iii. Current tall building gave some backlash
    - Community support and push back?
2. What changes would you still like to see in the center?
    - 90% leased out - incubation center was intent and that was it as now.
        i. If I could add anything - be nice to have a few restaurants
3. What changes would you have done, knowing how the project turned out? (lessons learned)
    - Restaurants might have missed opportunities - wider sidewalks - more inviting to pedestrians, tree wells that encroach into the pedestrian spaces, better design of the buildings to make less of a

culture shock. Newer buildings are more attuned with that.

4. How integrated (either socially/transportation/economically) is the center with the surrounding community?

- It's very self-sustaining, the restaurant turns its back on the Scottsdale road- should be open to it. - hard for drivers to see there is something there.

5. How important is visibility, sign allowance, landscape maintenance/ shade?

- Signage was a big concern - turned out well - no complaints. White tent structure is a good marker.

6. Was local transit altered for the project, does the project incorporate an autonomous shuttle?

- Expanded bus stops put in along Scottsdale road, for the potential of a transit center but it has not been built. No buses go on property, bike center in the facility as well.

7. Is there better connectivity for all transportation modes?

- Mark Taylor project to the east - improve the alley to allow access to the IBW

8. Has the project improved the quality of life for the area?

- Traffic is fine - not a problem, provided wider sidewalks and new restaurants, mostly just office space.

9. Have you created a sense of place?

- Yes - provides public space - to sit down and enjoy shade. Still an objective to increase the sense of place for all in the area.

10. Have you accomplished a live, work, play environment?

- Yes for live and work, play was not the goal - Papago plaza across the street is oriented towards the play aspects, multi family complex is helpful to the project.

11. What would you say are best practices that you learned from this and other projects?

- Original master plan didn't have holistic design guidelines, building appearance and sidewalk widths, and streetscapes. Good public private partnership with ASU.

12. Are there any other people in the city or developers who I should speak with regarding this project?

- John Stelzer - plaza companies, get history
- Don Couvillion, ASU foundation don.couvillion@asu.edu

- Anthony Floyd - COS green building official.

13. Did the project have any sustainability components? (green building code, rainwater harvesting, alternative pavement materials)

- LEED certified- parking lot has permeable materials

14. Is the project multi-generational? (housing)

- The apartment complex got that done, focus was office development.

15. Did the project promote active transit? (Shade structures, bus stops, bike lanes, connections to adjacent uses)

- Yes, wider sidewalks should have been done.
- Plan was to encourage more bus usage - looking to do still.

Interview with Don Couvillon: ASU Foundation real estate

Questions for owners/developers

1. What economic incentives from local governments help the best?

- City put up $78 million dollars - $40 for land purchase - $40 infrastructure - roads, utilities, sidewalks, 99 year ground lease with the city. - obligation to build 1.2 million sq. ft and parking garages - city built
- 150k square feet every 3 years or the city can take back undeveloped land.

2. Process to obtain entitlements, public support, and design concepts?

- Since city was owner- jointly rezoned from commercial to mixed use - PCD
- City was an applicant in rezoning - we did RFP for master developer - they ran the process as the city rep. - full rezoning process.
- Took a long time the city was keen on having community input into the project.
- Urban design associates - Pittsburgh to conduct public input - events (44 events in year)

3. What changes would you have done, knowing how the project turned out?

- Wish they had a little more money - otherwise no, it went well - similar site plans were created - lease doesn't get paid till it's built on - certificate of occupancy. Allow them to handle the recession. - 50% pre-leasing before start

4. What kind of feedback did you receive from the public? (support or difficulty)

- Very controversial project - mall was a favorite - dense development - more urban than was normal. 4 stories on the back - can be taller closer to McDowell road.
- 90 ft is the highest - not counting mechanical screens. - setbacks increase with height.

5. Process to obtain entitlements, public support, and design concepts?

- Public support was the money
- City helped with entitlements - deputy city manager joined at the hip.
- Designed for light rail - onto McDowell road - north too
- Design had issue - modernist architecture - shade structure - skysong - plain buildings - changes were made to buildings to make desert friendly - add shade structures

6. If the project contained mixed use is a percentage of housing affordable?

- No affordable - all market rate - does not count against the FAR - Residential is separate the commercial/office

7. What would you say are best practices that you learned from this?

- Flexibility of the ground lease is very important - to build and not have to start paying till certificate of occupancy is issued.
- Ability to wait out a storm - very valuable.
- ASU involvement - programs and access to research and students, allows for standout - to be noticed.
- Design for collaboration - 16 conference rooms, 400 people each, open to the community at reduced rates. 6k people a month - training and other uses.
- Restaurant is a standalone - to develop restaurants - was a constant need.

8. What advice for other communities would you have?

- Be patient - be sure that you can be patient - play the long game
- 2 new single family homes - papago center redeveloped, 2 apartment communities being built - 560 million in development outside - $1 billion in new development.
- Home values - 50% faster increase in Maricopa County (110% in Maricopa, vs 168% in southern Scottsdale)

9. Are there any other people in the city or developers who I should speak with regarding this project?

- Anthony - involved with apartments

APPENDIX 3

Interview notes: Park Central

Background questions researched prior to interviews

1. When was the original center opened?	1957
2. How big is property?	46 acres
3. When was the project rebuilt?	Not rebuilt, remodeled in 90's
4. Neighborhood Demographics	Hispanic
5. What was at the center exactly before?	Mall open air

Interview with Nick Klimek

Questions for planners

1. What kind of feedback or buy-in did you receive from the stakeholders (residents/businesses)? (support or difficulty)

- Was their political support/ or obstacles to get redevelopment?
    i. Zoning was changed, it and other mall in central phoenix were the centers of their village.
- Community support and push back?
    i. Always political support, and some expectations from the community. They chose to rezone with walkable urban code.

2. What changes would you still like to see in the center?

- They are still open - more build out to come - some minor conceptualize.

3. What changes would you have done, knowing how the project turned out? (lessons learned).

4. How integrated (either socially/ transportation/ economically) is the center with the surrounding community?

- It is well connected to the light rail, 3rd avenue - Phoenix Sonoran bike way, we are trying to become more walkable, ride bikes.
- Parking structure - services mall, apartment, and hospital

5. How important is visibility, sign allowance, landscape maintenance/ shade?

- They created a new paseo through the center, its shaded, shade structures - goes all the way through the facility to the street.

6. Was local transit altered for the project, does the project incorporate an autonomous shuttle?

- BRT is being added to overall transit, one of the front runners is the Thomas road - highest travel bus route in the city.

7. Is there better connectivity for all transportation modes?

- The central paseo - breaks up a super block, it still is a large development. There is a north south drive aisle being put through.

8. Has the project improved the quality of life for the area?

- Absolutely, transformed the area from a liability or unknown to a stated vision, raised moral.

9. Have you created a sense of place?

- Not yet, it's too early, when it hits a critical mass it could become.

10. Have you accomplished a live, work, play environment?

- Doing ok with work and play, no opportunity to live currently.

11. What would you say are best practices that you learned from this and other projects?

- Developing the walkable urban code - it facilitates the mixed use development they have.
- Planning and community development were involved from the beginning to work with them to get things done, remove regulations.
- Economic development - clear covenants or easements on the parking, original parking was a shared resource from the tenants needed everyone in the center to agree, all tenants.
- The walkable code is great for public streets, but has issues for private streets.
- Suite access, no guidelines or requirements for projects.

12. Are there any other people in the city or developers who I should speak with regarding this project?

- Economic development - Karla Scott
- Planner was involved with original 2018 entitlements?

13. Did the project have any sustainability components? (green building code, rainwater harvesting, alternative pavement materials)

- Phoenix has a code- above and beyond the national codes.
- Some rainwater harvesting, solar on newer buildings.
- Adaptive reuse

14. Is the project multi-generational? (housing)

- Not intentionally multi-generational, no stated demographic. Younger

15. Did the project promote active transit? (Shade structures, bus stops, bike lanes, connections to adjacent uses)

- Plans are to build out the paseo with the expansion added bike parking

APPENDIX 4

Interview notes: Belmar

Background questions researched prior to interviews

1. When was the original center opened? 1960s
2. How big is property? 104 acres
3. When was the project rebuilt? 2004
4. Neighborhood Demographics Middle class
5. What was at the center exactly before? Open field, now shopping center

Developer reached out to the city: Paul Rice

Questions for Planners

1. What kind of feedback or buy-in did you receive from the stakeholders (residents/businesses)? (support or difficulty)
    - Was their political support or obstacles to get redevelopment?
        i. Worked with neighborhood groups, council supported it all, one piece of property that would not sell willingly- city condemned one business.
    - Community support and push back?
        i. No public partnership, they worked together. Community approach - built local, grass roots.
2. What changes would you still like to see in the center?
    - The center looked in, created a streetscape, walkable, and did not address their edges. People driving by it cannot see and don't know it's there. Shopping center that does not appear different from the outside.
    - More vertical integration, limited access to the east. - access issues the neighborhood initially didn't want access, now they want it. Have to use Alameda.
3. What changes would you have done, knowing how the project turned out? (lessons learned).
    - 2 previous issues are what would be addressed. The zoning document is interesting - 15 pages - has locked certain amounts of residential and open space, process for development review, street scapes, profiles, height and other basics.
    - Architecture guidelines book is pretty big
    - Documents did not anticipate - older empty nesters, and young professionals with kids - not very multi-generational.

4. How integrated (either socially/ transportation/ economically) is the center with the surrounding community?

- It designed a regional, but is really a local center- draws nearby. Economically it did what it wanted to do. Huge tax generators, events are hosted and people attend. Early on they marketed themselves, the new owners changed how it was run.

5. How important is visibility, sign allowance, landscape maintenance/ shade?

- Edges and not realizing it's there, signage isn't really an issue. The Architectural committee- 3 architects and they apply standards and have signage kept in check.
- Metro district maintains the district, snow removal, and power. Paid by the city.
- Developers - metro districts allow them to get started with financing they can't get from a bank- its private - it maintains or governs the area. If it's not set up so that one owner can control it- the residents can move in and vote it out or change it- can be a nightmare.

6. Was local transit altered for the project, does the project incorporate an autonomous shuttle?

- RTD - shifted routes to go through the center.
- Fire department allowed some fire access that isn't their norm. More urban
- They created a shuttle that went to the light rail station- for a year, it was then 18 months later it was ended. Lack of use.

7. Is there better connectivity for all transportation modes?

- 2013 - RTD- light rail brought by near, 20 blocks away not within walking distance.
- They have tried it but the density isn't there.

Has the project improved the quality of life for the area?

- Has a shuttle brings people to the center, senior living center across one yarrow.
- Improved office demand in the area surrounding.
- Depends on who you ask - yes overall - grocery stores, new restaurants, movie theater, much more amenities. Its traffic flow increases have brought in new life to centers around the downtown area of Westlake

8. Have you created a sense of place?

- Yes locally- when you get inside it's a nice place and people want to hang out.
- Go to a movie and hang out in the plaza
- People reference the center when they talk about new developments.

9. Have you accomplished a live, work, play environment?

- You have people living, working and others that play, not potentially the same people.

10. What would you say are best practices that you learned from this and other projects?

- Alaska street - east west corridor - not wide enough in spots, to add more trees for shade or streetscape
- Developers committed long term - have a lead, taking point but also taking community input as well.

11. Are there any other people in the city or developers who I should speak with regarding this project?

- Continuum partners - Roger Pecsok

12. Did the project have any sustainability components? (green building code, rainwater harvesting, alternative pavement materials)

- It was not the goal back in 2000, it was more of upcoming. They have Leed certified. 1.6 kwh of renewable energy solar panels.
- Recycled concrete from the old mall to be put into the new one, saved several trees.
- Building at Virginia and saulsbury - no parking - not marketed but is green

13. Is the project multi-generational? (housing)

- That was not their goal but they got it - they wanted only one generation

14. Did the project promote active transit? (Shade structures, bus stops, bike lanes, connections to adjacent uses)