

ULI Arizona Technical Assistance Panel















May 2014

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Arizona Technical Assistance Panel (AzTAP) Overview

Who is the Urban Land Institute (ULI)?

The Urban Land Institute is a 501(c) (3) nonprofit research and education organization supported by its members. Founded in 1936, the Institute now has members in 95 countries worldwide, representing the entire spectrum of land use and real estate development disciplines working in private enterprise and public service. As the preeminent multidisciplinary land use and real estate forum, ULI facilitates an open exchange of ideas, information, and experience among local, national, and international industry leaders and policy makers dedicated to creating better places. The mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. For additional information, please access: http://www.arizona.uli.org.



The ULI Arizona District Council was formed in the early 1980s, as a direct response to the need for educational forums and events at a local level. ULI Arizona boasts over 900 members, and has one of the highest member participation rates of any ULI District Council.



What is the Arizona Technical Assistance Panel (AzTAP)?

The AzTAP program is a service offered by the Arizona District Council of the Urban Land Institute (ULI) to assist Arizona municipalities, counties, regions, and non-profits in the preliminary study of unique land use planning, development, and re-development issues. ULI has successfully assisted communities in identifying opportunities for economic diversification, development and redevelopment.

The ULI experts identified for the City of Goodyear Panel were selected based on their expertise and knowledge of strategies that could help the City leverage its opportunities within the defined study area. The AzTAP is an extension of the national Urban Land Institute (ULI) Advisory Services Program. For additional information, please access: http://arizona.uli.org/community/arizona-technical-assistance-panels-aztaps/.

What was the AzTAP Process?

The Goodyear TAP process was conducted utilizing the following five steps:

- Representatives from the ULI Arizona District Council met with City officials in the Fall of 2013 to discuss issues related to the leveraging of a key area within the City for economic development.
- ULI Arizona District Council AzTAP Committee evaluated the City's goal for the TAP and, based on their findings, selected the Panel members



who had the expertise most tailored to address the City's key questions.

- The Panel members received briefing materials about the City and the identified study area prior to their arrival for the TAP so they could be prepared with pertinent background information.
- The Panel members convened at City Hall for an introduction and tour on April 1, 2014, followed by the TAP on April 2, 2014. The TAP agenda is included in the Appendix.
- The TAP, under the leadership of the ULI Arizona District Council TAP Committee, prepared a draft report on its recommendations and conclusions and submitted it to the City for review. Based on the City's review and comments, the draft report was revised and finalized and presented to the City Council for consideration and potential implementation.



Executive Summary

Overview. The City, located approximately 20 miles west of Phoenix via Interstate 10, is one of the fastest growing areas within the Phoenix Metropolitan Area. The study area encompasses approximately 3,700 acres or 6 square miles in the eastern part of Goodyear, adjacent to Historic Goodyear, the oldest part of the community. The study area is generally bounded by Interstate 10 to the north, Litchfield Road to the east, MC-85 to the south, and Estrella Parkway to the west. The area encompasses major assets including the Phoenix-Goodyear Airport, the Goodyear Ballpark, Interstate-10, Bullard Wash, the Union-Pacific Railroad, and several businesses.

With all of the assets listed above, the City of Goodyear believes there is potential to develop this area into the City's premier employment corridor. However, the City is unsure if this goal and the previous plans are achievable, especially in the foreseeable future. Furthermore, there may be unintended conflicts (i.e. concentrating mixed-use along a truck route) from these past planning efforts. By engaging experts through the ULI Arizona Technical Assistance Panel, Goodyear hopes to develop a strategic plan for the area which documents the best use of the land, what the market will support, and provide recommendations for implementation.

AzTAP Process. The AzTAP process was initiated in the fall of 2013 with a meeting between ULI Arizona and City officials to discuss the process and potential outcomes. Dialogue continued in the spring of 2014 and culminated with a ½ day orientation meeting and site tour and a gathering of the AzTAP Panel and City participants the following day to conduct the Panel.



Key Questions and Short Term Actions. The Panel addressed seven key questions. The dialogue associated with the identification of suggested strategies by the Panelists identified a range of short, mid and long term actions to achieve the strategies identified above. The suggested <u>short-term actions</u> are identified below and organized within each strategy later in this document:

Question 1 - <u>Identity and Vision</u>: How can the Litchfield Corridor, Bullard Corridor, and Estrella Corridors help us create and express our unique Goodyear identity/vision? What can be a long –term vision for this area and how does this area become a distinctive place within the Phoenix metro area?

Suggested Short Term Actions:

Proactively market its primary, secondary and post-secondary education system.

 Continue to expand the City's offerings of targeted industry jobs for its existing and future resident labor force.

Question 2 - <u>Corridor Connectivity</u>: How can the Litchfield Corridor, Bullard Corridor, and Estrella Corridor work together to create synergy?

Suggested Short Term Actions:

- Target underutilized properties for assemblage and/or acquisition.
- Critically evaluate existing buildings and revitalize and/or condemn/demolish for redevelopment.
- Stablish a cohesive streetscape/land use character and design guidelines a brand identity
- Work with the real estate brokerage community to confirm and determine the trail destinations and linkages when driving economic/developer prospects through the City.
- Link anchor institutions (education and health care) within the City on the Marketing Trail.
- Consider moving the City Center retail uses closer to the Regional Mall Site.

Question 3 - <u>Transportation</u>: What are the opportunities along MC-85 and how can it work with the corridors above?

Suggested Short-Term Actions:

- Serve as a strong West Valley advocate for a statewide transportation funding mechanism.
- Assist in freeway right of way coordination, reservation and dedication to accelerate design and development of this segment.

Question 4 - <u>Land Use</u>: What are the City's opportunities for high density and mixed-uses in the corridors?

Suggested Short Term Actions: None identified by the Panel.



Question 5 - <u>Tenant Strategies</u>: The City is focusing on medical/healthcare, aerospace/defense, technology, office, and hospitality. Are we missing any opportunities?

Suggested Short Term Actions:

- Assist AeroTurbine with maximizing its facilities and capacity on-site and pursue supportive/supply chain components.
- Maintain communications and logistics with Lockheed Martin to retain workers/business operations at PGA and assess supportive/spin-off operations that are compatible.

- Develop a schedule to meet/visit with local/regional aviation and aerospace related companies annually.
- Investigate supportive or secondary economic activities to promote unmanned aerial systems (UAS) technologies.
- Enhance scheduling of entertainment related, event related or other athletics on the ballfields during non-spring training times of the year.
- Consider the following uses within the district: research science, medical simulation, medical fabrication lab, incubator, diagnostics, etc.
- Consider attracting bioinformatics entities.
- Provide shovel ready sites to capitalize on near-term employer development opportunities.

Question 6 - Educational Providers: How can a university site best work with the study area corridors/vision?

Suggested Short Term Actions:

- Retain and expand Franklin Pierce College.
- Market and locate private colleges in the City Center.

Question 7 - <u>Design Guidelines</u>: What design guidelines or landscape guidelines would assist in creating the corridors above? Should special architectural standards or street standards be considered? Should different standards be considered in different areas?



Suggested Short Term Actions:

- Consider appropriate intensity/density parameters for corridor development.
- Integrate multi-modal components in each corridor.

Overview of Goodyear

The overview provides background information related to the City's setting, demographics, economics, historic/cultural resources, planning area and pattern of development, transportation network, community economic base, and demographic and socio-economic conditions.

Setting

Location. The City of Goodyear is a fastgrowing suburban community located 20 miles west of downtown Phoenix in the area of Maricopa County known as the Southwest Valley. With a population of 72,274 as of July 1, 2013, Goodyear is only 10% built-out. Goodyear's population is projected to grow by more than 45,000 people and employment is projected to almost double from 24,000 to 46,000 between 2010 and 2020 (MAG's 2014 Socioeconomic projections). This anticipated growth in both residential and employment is an opportunity for Goodyear.

Goodyear includes many natural and manmade resources. Some of Goodyear's major assets are located in close proximity to each other including the Phoenix-Goodyear Airport, Interstate-10, MC - 85, and the Union Pacific Railroad. There has been some planning done in this area in the past including an Employment Corridor Plan created by ASU in 2003, the Airport Gateway Master Plan created by private property owners in 2007, and an Airport



Master Plan created in 2007 for the Phoenix - Goodyear Airport.

Study Area. The study area encompasses approximately 3,700 acres or 6 square miles. It is located in the eastern part of Goodyear, adjacent to Historic Goodyear, the oldest part of the community. The study area is generally bounded by Interstate 10 to the north, Litchfield Road to the east, MC - 85 to the south, and Estrella Parkway to the west. The area encompasses major assets including the Phoenix-Goodyear Airport, the Goodyear Ballpark, Interstate-10, Bullard Wash, the Union-Pacific Railroad, and several businesses. Goodyear was incorporated as a town in 1946 and became a charter city in 1985. Some of the oldest parts of Goodyear are included in the Study Area.

Figure 1, AzTAP Study Area Map



History. Goodyear has a rich history founded in agriculture with strong ties to defense and aviation. Originally founded as an agricultural community in 1917 by Paul Litchfield of the Goodyear Tire and Rubber Company, the Egyptian cotton grown here was used in the manufacturing of Goodyear tires. During World War II, Goodyear became a location of military operations when defense materials were manufactured at the Goodyear Aircraft Corporation. Goodyear Aircraft Corporation would later be sold to Goodyear Aerospace and then later to Lockheed Martin.



Development Conditions

Existing Study Area Land Use. Over 50 percent of the land within the study area is vacant. Approximately 25 percent of the land is included within Phoenix-Goodyear Airport. Industrial and residential uses comprise 7 percent each as shown on the table to the right.

Study Area Land Ownership. Over 50 percent of the land within the defined study area is held in larger tracts by nine private owners. Nearly 20 acres is held by the City. The City of Phoenix holds 960 acres within the Phoenix-Goodyear Airport. The remaining property is held by private interests in smaller tracts/parcels.

Commercial Development. There are several commercial and office developments in the study area. A description of these developments is included below. The source for the square footage is the Maricopa County Assessor.

Existing Study Area Land Use			
Land Use	Acreage	Percent of	
		Total	
Residential	260	7%	
Retail	35	1%	
Office/City	60	2%	
Medical	25	1%	
Church/Schools	55	1%	
Industrial	270	7%	
Goodyear Ballpark	135	4%	
Phoenix-Goodyear	960	25%	
Airport			
Vacant Land	1,900	53%	
Total	3,700		
Source:	City of Goodyear, May 2014		

Study A	Area L	and Owners	ship
Owner		Acreage	Zoning
Cancer Treatment Centers	s of	125	C/O/PAD (Prelim.)
America			
Cardinal Capital		83	C/O/SFR (proposed)
City of Goodyear		34	(City Center)
		100	(University/Park)
		49	(Bullard Wash)
		16	(Municipal Bldgs.)
EJM-Arizona		342	PAD (Prelim.)
Evergreen DevCo		129	C/O/MFR
			(proposed)
KCI Goodyear		200	LI/GC
Kohen Investments		115	AG
Squaw Peak		86	AG
SunMP		413	PAD (Final)
Unidynamics		57	LI
Total		1,749	
Sou	rce:	City of Goo	dyear, May 2014

Fry's Center. Located at the northwest corner of Litchfield Road and Van Buren Street, this center is comprised of a retail center and is zoned General Commercial with a PAD Overlay. The center contains 110,000 square feet consisting of 62,000 square foot anchor (formerly Fry's, now vacant) and 12,000 square feet on four pad site buildings (including a vacant gas



station). Vehicular access is provided from Litchfield Road and Van Buren Street. There is plenty of parking available. Existing tenants include restaurants, shops, and services.

Goodyear Commerce Center.

Located on Van Buren Street halfway between Litchfield Road and Bullard Avenue. This center consists of a flexindustrial center totaling 88,000 square feet in three buildings. Existing tenants include a furniture retailer, construction supply, and gymnastics studio.

Bullard Commerce Center.

Located north of the northwest corner of Bullard Avenue and Van Buren Street and contains a flex-industrial center. A total of 182,000 square feet is located in six buildings. Existing tenants include a church, a gym, and pool service company.





Estrella Crossroads. Located at the northeast corner of Estrella Parkway and Van Buren Street, this project is a retail center. A total of 60,000 square feet have been developed in multiple buildings. Existing tenants include Walgreens, lube shop, bank, shops building, gas station, and daycare (under construction).





Southwest Goodyear

Center. Located at the northwest corner of Litchfield Road and Yuma Road, this project consists of 76,800 square feet and has served as a retail center (built in the 1950's and is a former AJ Bayless grocery store). The site is zoned C-2. The buildings are currently vacant.





Existing Study Area Plans and Studies. The City is in the process of updating its General Plan currently, which will provide the overarching policy direction for the next 10 years when adopted by the City and ratified by its residents. In the past, several key plans have been prepared that affect the study area. These include:

Phoenix-Goodyear Airport Master Plan. An Airport Master Plan was approved in 2007. The plan included recommendations to add an additional entrance to the Phoenix-Goodyear Airport from Bullard Avenue.

Airport Gateway Master Plan. In 2007, a land use master plan was developed for the study area by the private property owners called the Airport Gateway Master Plan. The plan included a significant amount of mixed-use commercial space, office space, and retail/commercial along Bullard Avenue. Industrial land use was limited to south of Yuma Road and just east of Litchfield Road.

Redevelopment Plan. A redevelopment plan was approved by the City Council in 2005 which included the documentation and justification for the designation of a redevelopment area. The Litchfield Corridor Redevelopment Vision and Action Plan provided a specific vision and plan for the area surrounding Litchfield Road from I-10 to MC-85. It was adopted in 2006.

Utilities. The study area is served by the City of Goodyear for water and wastewater services. Electrical power is served by APS. There are two fiber optic systems located within the study area: the traffic signal fiber optic interconnect system operated and maintained by the City and a private network operated and maintained by TelCo. Segments of both systems are located within the rights of way of many of the arterial streets.

Figure 2, Existing Study Area Retail Centers





Figure 3, Phoenix – Goodyear Airport Master Plan

Special Features. The study area includes many special features. The map on the following page includes boundaries of these special features.

Military Reuse Zone (MRZ)/Phoenix-Goodyear Airport. In 2002, the former U. S. Naval Air Facility in Goodyear was designated an MRZ for five years. In 2007, the zone was renewed for additional 10 years through 2017. Included in the zone are runways and infrastructure used by the US Air Force and the site of more than 800 acres. The MRZ provides tax credits and property tax savings to qualifying aviation and aerospace companies locating in the MRZ.

Foreign Trade Zone (FTZ). One property in the study area is a federally approved FTZ. EJM-Arizona's 230 acres bordered by the former Union Pacific Rail Road line to the east, Van Buren Street to the north, Yuma Road to the south, and approximately 2,000' west of the eastern property line (former rail line). Foreign Trade Zones (FTZs) are designated areas licensed by the Foreign Trade Zones Board where special customs procedures may be used. The FTZ program was established to encourage and expedite U.S. participation in international trade, and also provides a system for companies to manage duty payments. Foreign Trade Zones are considered outside the U.S. Customs territory so goods received into the FTZ's are generally not subject to duties, tariffs, or quotas. In Arizona, activated companies can also receive a reduction in real and personal property taxes (currently 73%). The City of Goodyear is a member of the Greater Maricopa Foreign Trade Zone (FTZ#277).

Phoenix-Goodyear

Airport. The Phoenix-Goodyear Airport is located in the study area and is within the Military Reuse Zone. A master plan for the airport was approved in 2007.

Redevelopment

Area. The majority of the study area has been designated as a Redevelopment Area since 2004.



Central Business District. There is a Central Business District located within the Redevelopment Area at the Cancer Treatment Centers of America site. It is approximately 25 acres in size.

Bullard Wash. Bullard Wash is a linear wash that winds through Goodyear and connects the future Estrella Falls Regional Mall site to the Goodyear Ballpark and terminates at its confluence with the Gila River. The portion of the Bullard Wash north of



McDowell Road is improved. There are plans to improve the Wash between McDowell Road and the Gila River with trails and a linear park.

Goodyear Ballpark. Goodyear Ballpark, home to the Spring Training sites for the Cleveland Indians and Cincinnati Reds, opened in 2009. This \$108 million project includes Goodyear Ballpark, the Indians Development Complex, and Reds Development Complex. Each team has two practice fields for their own year-round use, while the other eight fields may be used by the City of Goodyear and its residents during non-Spring Training times of the year.

Future City-Center Site. The 200-acre future City-Center site is located partially within the study area. The City



of Goodyear owns 40-acres (the northwest quadrant) which are located just outside of the study area as well as an additional 100-acre parcel just north of the city center that is planned for a university and park.

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Luke Air Force Base. Luke Air Force Base is located north of Goodyear and has served as a major training base for F-16 Fighting Falcon pilots. In the future, the F-35 Lightning II_will replace the F-16 as the primary training aircraft at Luke.

Demographics

Population. As of July 1, 2013, the Maricopa Association of Governments (MAG) estimated the City's population at 72,274 with a dwelling unit



count of 27,163. According to the 2010 US Census, the City's census count of 65,275 placed it as the 5th largest municipality in Maricopa County and the 14th largest municipality in the State of Arizona.

Age. The median age of Goodyear residents is 34.9 years, which is practically identical to Maricopa County at 34.6 years of age. The trend in Goodyear shows that the median age increased in the year 2000, but decreased in 2010 from 36.5 years of age to 34.9 years of age. This decrease can be attributed

to population growth and a younger demographic moving to the City. The median age for Maricopa County has steadily increased since 1990. The population within the prime working years of 25 to 54 is represented by 42.3 percent of the City's residents, which compares to Maricopa County at 41.1 percent. The availability of a workforce should not be a problem to area employers. However, it is important to point out that the male gender of the Millennial generation, those between the



ages of 20 and 34, represent a much smaller percentage compared to their female counterpart, 8.5 percent compared to 11.6 percent. Goodyear also has a much smaller percentage of people 70 years and older than Maricopa County (6.3 percent versus 8.3 percent).

Ethnicity. The race and ethnic composition of Goodyear is largely White, at more than 71 percent with the next largest component represented by Black or African American (at 7 percent). Since 2000, most categories with the exception of White have grown, making it evident that the population in this area is becoming more diverse, with the greatest increase in the Asian population (from nearly two to over four

percent of the total). Approximately one quarter of Goodyear's population is of Hispanic or Latino ethnicity.

Income. The City of Goodyear has one of the highest median household incomes in Maricopa County at \$72,368. The median household incomes for the block groups in the study areas are generally lower than the City's median household income. Three of the block groups are also lower than the Maricopa County median household income of \$54,385.

Educational Attainment. The City of Goodyear has an educated population, which is reflected in the number of high school and college graduates. Greater than 91 percent of the population in Goodyear has a high school diploma or greater, compared to the County overall at 86 percent. The study area more closely resembles the County, with 85 percent of the population having earned a high school diploma or completed a higher level of education.

Housing. There are approximately 3,600 people living in the study area. There are 1,349 dwelling units (841 single family, 508 multi-family) within the study area and there are another 254 units that are platted. The map in the Appendix shows the residential developments in and surrounding the study area with the dwelling unit counts and year the development was completed.

Economics

Employment by Industry. According to the 2010 US Census, there are 27,769 people over the age of 16 living in Goodyear that are employed either in Goodyear or somewhere else. Their employment is highly concentrated in educational, health and social services (28.3 percent), followed by retail trade (11.2 percent), and construction (8.4 percent). Professional services combined with finance, insurance and real estate represents nearly 15 percent of all jobs.

Employment by Occupation. Goodyear has an occupational structure very similar to Maricopa County and the State of Arizona. Management, Business, Science, and Arts occupations, along with Production, Transportation occupations are slightly higher in Goodyear. When comparing the mix of employment to the county and state, Goodyear residents have a higher concentration of employment in educational services, healthcare and social assistance and transportation and warehousing. The City lags the county and state in manufacturing, professional and finance, insurance and real estate jobs. Retail trade jobs are on par with the county and state. The City, however, slightly lags Maricopa County in higher educational attainment with 26 percent of the city's population earning a Bachelor's Degree or more, compared to the county at 28 percent. However, in the study area, only 12 percent of the population has earned a Bachelor's Degree or more.



Figure 4, Existing Study Area Residential Developments

Worker Inflow/Outflow. Goodyear experiences a significant amount of daily worker out-migration to jobs in other cities throughout the region. In 2011, Goodyear had a workforce of 26,450 people, of which 24,580 or 92.8 percent of the residents commuted outside of Goodyear to work. A closer look at where the Goodyear workforce commutes shows that 48.2 percent of the workforce commutes to Phoenix, followed by Tempe with 6.3 percent.

Goodyear imports 85.9 percent of its workforce (11,757) from other cities to fill the demand by area employers. Most of the in-commuters come from Phoenix (21.3%) and Avondale (14.1%). A very small percentage of Goodyear residents live and also work in Goodyear. The graphic below shows that Goodyear is exporting a large percentage of highly skilled workers in the industries of healthcare, educational services, administrative support, finance and insurance, and professional and scientific services; while importing jobs mostly in accommodations and food services, retail trade, and manufacturing. An examination of the outflow and inflow of jobs in these industries shows that nearly half (44.6 %) of the residents living in Goodyear are earning a monthly income of \$3,333 or more per month, while only 32.7 percent of the jobs in Goodyear offer the same monthly income of \$3,333, illustrating that Goodyear is exporting high income workers.

Figure 5, Goodyear Job Export/Import Travel Pattern



A large percentage (61.1 percent) of the Goodyear workforce is comprised of individuals in their prime working ages of 30 to 54 years. This is very similar to the 55.2 percent of people employed in Goodyear that are in their prime working years, with 29.1 percent of the people employed in Goodyear within the age range of 29 or younger.

City Governance. Goodyear has a Council-Manager form of government. The City's charter government provides for six councilmembers and a mayor, elected at-large on a non-partisan ballot. Councilmembers serve four-year staggered terms and the mayor, a four-year term. The Vice Mayor is elected by the rest of the City Council. As the local legislative body, the Council adopts ordinances and policies which direct the City government. The City Council also appoints members to all boards and commissions.

While city management participates in the development of policies, the City Council is the final decisionmaking authority. As elected officials, their responsibility is to represent the residents. Therefore, citizen participation at all levels is invited and encouraged by the City Council.

Strategies and Actions for Consideration

A total of seven questions were identified to address the key issues within the identified study area and to be the basis for the ULI AzTAP panel discussion. Each question is identified below, followed by key background information, panel discussion and then strategies (identified by the Panel) and supportive actions to be considered for implementation. The strategies and supportive actions are not presented in a prioritized order.

<u>Question 1 - Identity and Vision:</u> How can the Litchfield Corridor, Bullard Corridor, and Estrella Corridors help us create and express our unique Goodyear identity/vision? What can be a long term vision for this area and how does this area become a distinctive place within the Phoenix Metropolitan Area?

Background:

The City has recently undergone a strategic action plan update and is undergoing a general plan update. One theme that has emerged from both processes is that Goodyear lacks a clear brand or identity. The City would like to explore how the study area can help Goodyear derive a unique identity.

Panel Discussion:

The Panel acknowledged that the integration of a concerted and successful economic development strategy, a land use mix that leverages the locational attributes of the study area and its economic anchors, will assist enhancement of Goodyear's external perception and identity. Several panelists were firm in their belief that the City should



be in control of how their "brand" message is delivered and received in the local, regional and national marketplace. From a visual perspective the sensible preparation and enforcement of design guidelines will also assist in translating Goodyear's quality and intent to existing and future residents, workers and visitors.

Strategies/Implementation Actions:

Continue to emphasize Goodyear as the "City of Choice".

- Proactively market its primary, secondary and post-secondary education system.
- Consider making the necessary capital investments to position the City as the premier site for a particular sport (i.e. swimming, baseball, soccer, lacrosse).
- Continue to expand the City's offerings of targeted industry jobs for its existing and future resident labor force.

<u>Question 2 - Corridor Connectivity:</u> How can the Litchfield Corridor, Bullard Corridor and Estrella Corridor work together to create synergy?

Background:

- The Estrella Corridor has a zoning overlay (City Center Gateway Overlay District) which requires buildings to be located close to the street, enhanced landscaping, and additional review for certain uses.
- The City of Goodyear controls a portion of the land surrounding the Goodyear Ballpark. (See Study Area Land Ownership table for property ownership information).
- The Airport Master Plan proposes to add an additional entrance to the Phoenix-Goodyear Airport at Bullard Avenue.
- The City of Goodyear is completing Bullard Avenue from Estrella Parkway to Lower Buckeye Road.



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Panel Discussion:

The Panel identified that an identity has been created north of Interstate 10, but not to the south (where the study area is located). The ability to continue to capture a population threshold that will support enhanced commercial efforts is also necessary to launch and sustain Estrella Falls and provide the City with a regional retail destination that is viable and contributes positively to its fiscal health. The Panel viewed Estrella Falls as the major attraction for retail in the near future, to the detriment of near term commercial activity at the City Center. But the Panelists also noted that the City is not just about retail. It should also embrace the opportunities exhibited by the location of its anchor employment institutions. These include Phoenix-Goodyear Airport and the aerospace employment opportunities that can be leveraged, Cancer Treatment Centers of America (CTCA) and the direct and indirect health care/biotechnology jobs that can accrue in the surrounding area as the science of cancer and leveraging personalized medicine and linkage to TGEN could take place. Fueling the growth of the healthcare industry are the approximately 10,000 people each day across the country that turn 65 years of age.

The Panel confirmed that each corridor has its own characteristics - Litchfield Road is the historic gateway to the City and its major employer, Lockheed Martin. It is the transition between "Old" Goodyear and "New" Goodyear. There are several underutilized properties that would benefit from condemnation/redevelopment to enhance the viability and productivity of the east side of the study area. One challenge will be matching objectives of small, private property owners. Another impediment is that private investment will not come to Goodyear due to their need to capture desired returns within a 5-6 year window. Estrella Parkway is the new gateway to the City and is the preferred "trail" that is utilized to bring employer prospects through the City. The Parkway should be the boundary to contain suburban residential development to the west, the gateway for the City's efforts to implement its City Center around the intersection of Estrella Parkway and Yuma Road, and the access to the Goodyear Ballparks to the south. The Panel noted that the Ballparks were well done. However, the absence of associated retail and other ongoing activities does not leverage the major investment made at these facilities to create a vibrant focal point of the City. The City needs to address what would bring people to the facilities off-peak, at night, on weekends and after the conclusion of Spring Training.

Strategies/Implementation Actions:

Aggressively revitalize the Litchfield Corridor to enhance private sector investment and economic contributions to the City.

- Target underutilized properties for assemblage and/or acquisition.
- Critically evaluate existing buildings and revitalize and/or condemn/demolish for redevelopment.
- Finance strategic infrastructure investments to assist existing residents and employers and foster private investment.
- Consider targeting small/incubator space along the Yuma Road corridor.
- Stablish a cohesive streetscape/land use character and design guidelines a brand identity

Enhance Estrella Parkway as the gateway and primary corridor for the City's "Marketing Trail".

- Work with the real estate brokerage community to confirm and determine the trail destinations and linkages when driving economic/developer prospects through the City.
- Link anchor institutions (education and health care) within the City on the Marketing Trail.
- Foster existing and determine new public/private partnerships to achieve mutual economic objectives.

Critically evaluate the role and uses of the City Center, Ballpark and Regional Mall Site.

- Consider moving the City Center retail uses closer to the Regional Mall Site.
- Consider substituting other compatible uses for the retail uses identified for the City Center in the next five years.
- Consider improving Bullard Wash south to Yuma Road to connect with the City Center.
- Utilize Bullard Wash as the spine for greater density/intensity within the Study Area.
- Consider a multi-governmental complex in the City Center and/or Ballpark comprised of City, County, Regional and/or State entities.

<u>Question 3 - Transportation:</u> What are the opportunities along MC-85 and how can it work with the corridors above?

Background:

The Union Pacific Railroad runs along MC-85 and has been proposed by MAG in the past to be used as a commuter rail line. An executive summary of the plan is included in the Appendix.

Panel Discussion:

The Panel clearly understood that MC -85 is a major east-west transportation artery on the southern side of the study area and has an industrial character. The Union Pacific Railroad is located on its north side and the IMSAMET Inc. site and the Phoenix-Goodyear Airport are located on the north side of the railroad to flank the entire southern side of the Study Area. The Panel identified that



MC-85 is evolving in terms of its industrial capabilities. While industrial development exists on the south side of MC-85 and has vacant land for expansion, its infrastructure is lacking. There was a question whether a part of the area is located within a floodplain and the impending location of Route 30 (the east-west bypass for I-10) so cannot provide shovel - ready sites. The Panel also noted that Litchfield Road is constrained for efficient 18-wheeler truck movement to serve industrial uses. A question was also addressed whether MC-85 could serve as an inland port, similar to Alliance in Fort Worth, Texas. The Panel did not see the viability of a port status benefitting MC-85.

The Panel noted that today it's the larger scale industrial uses that are locating on the Loop 303 such as Sub-Zero, Dicks, and Bimbo USA. The higher end industrial uses that focus on food and beverage, heath care, data centers are what the City should continue to focus. In the future, the logistics, visibility and access afforded by the completion of Loop 303/Interstate 10 interchange will be a game changer for industrial users in terms of branding and visibility. To that end, if the City is successful in completing Loop 303 south to MC-85, it will assist in expanding the visibility and direct freeway access to existing and future industrial users on MC-85.

Strategies/Implementation Actions:

Work with MAG/ADOT to construct Loop 303 south of Interstate 10 to MC-85.

- Serve as a strong West Valley advocate for a statewide transportation funding mechanism.
- Assist in freeway right of way coordination, reservation and dedication to accelerate design and development of this segment.
- Consider the City loaning/contributing a portion of the funds to accelerate freeway development.

<u>Question 4 - Land Use:</u> What are the City's opportunities for high density and mixed-uses in the corridors?

Background:

 The City would like to explore the potential for higher density/high intensity and mixed uses within the corridors.

Panel Discussion:

The Panel believes that there are future opportunities for high density residential uses within the three corridors in selected locations. Within the Litchfield corridor, it was identified that residential use could be a viable redevelopment opportunity for the currently vacant



retail centers. These new uses would remove a visual blight and enhance the market for retail within the surrounding area. Within the Estrella Boulevard corridor, higher density residential could be a viable use adjacent to or within the City Center site, and also proximate to the Ballpark. It could also be located adjacent to Bullard Wash to leverage the investment in this multi-modal and recreational corridor. Even though higher density residential could be located within the Bullard Avenue corridor, the City should strive to maintain these lands for employment uses. Higher density residential is not a compatible use within the MC-85 corridor. The opportunity for vertical mixed use was not addressed by the Panel, as it was anticipated to be a longer term option than the approximate five year horizon considered by this ULI Technical Assistance Panel.

Strategies/Implementation Actions:

None identified by the Panel.

<u>Question 5 - Tenant Strategies:</u> The City is focusing on medical/healthcare, aerospace/defense, technology, office and hospitality. Are we missing any opportunities?

Background:

The Goodyear Focus on Success Economic Development Action Plan identifies key industry clusters (page 3 of the Action Plan). The City would like to identify any missing opportunities and how the study area can promote these key industry clusters.



- Aviation and Aerospace
- Advanced Manufacturing
- Health Services

- Higher Education
- Information Technology
- Tourism

City of Goodyear Panel Discussion:

The Panel discussed all of these targets, but also identified a few other secondary targets that could be undertaken to support its primary economic objectives.

The Panel noted the presence and leveraging potential of Cancer Treatment Centers of America and their additional adjacent land holdings within the study area. The next step would be to develop a research facility. The Panel noted that healthcare will continue to grow in the Phoenix Metropolitan Area and medical opportunities could be a big driver. Medical office buildings would be a direct outgrowth of this trend. The science of cancer and leveraging personalized medicine and linkage to Translational Genomics (TGEN) is critical and a university partner is also needed, similar to the way in which Research Triangle was developed in North Carolina.

To that end, neither MD Anderson nor Mayo Clinic has developed a medical district within the Phoenix Metropolitan Area. Such a district has the ability to attract university, simulation, medical laboratories, incubators, devices, medical diagnostics, and a wellness component. These uses also have the ability to attract convention business, generating revenue for the City. It was identified that having a couple of hospitals isn't a unique concept in the region, the Mayo Campus would be very attractive - but it could work for the West Valley. There also may be gaps locally and across the State in the biotechnology field, especially in the area of clean manufacturing and sterilization. One possible opportunity exists with the firm Stryker - they are based in Chandler and currently export their sterilization activities out of State.

In terms of aerospace /defense, the Panel identified that the City surrounds the Phoenix - Goodyear Airport and should continue to leverage its capabilities and attributes to attract aerospace employers such as AeroTurbine. Even though Lockheed Martin has substantially departed its facilities on the east side of the airport, the opportunity exists to aggressively market the site for another aerospace/defense related user. It was noted that the continued mission transition of Luke Air Force Base from the F-16 to F-35 will bring supportive research and development on aviator and airframe components which may generate opportunities for ancillary testing and analytics activity off-Base. It was noted that Mayo Clinic has an aeronautical division and ASU provides an aeronautical curriculum. Another related component is the burgeoning industry related to Unmanned Aerial Systems (UAS) to serve the military and private enterprise. While Arizona was not selected as a UAS testing location by the US Air Force, the State should continue to investigate other opportunities associated with the testing and research, design and manufacturing of its components and structure - especially at PGA. Another related idea expressed by the Panel was for an aviation related museum to be located within the Lockheed Martin facility. It was noted that Lockheed Martin has been collecting and retaining many items over the years from its activities in Goodyear and that this may be an idea to foster tourism and visibility of the City.

For the office component, it was noted by the Panel that the inventory of Class A office space in Goodyear is minimal, and the rent structure is higher than exists in many of the major office corridors in Phoenix. It was noted that a recent office developer was looking to locate office space for 500 employees - the western boundary of the search area was Interstate 17 - one of the premises was to "highjack" existing drivers in terms of their commute time and distance. As stated previously, the expansion of healthcare related operations in Goodyear or the West Valley could enhance market demand for medical office buildings in and proximate to any health care campus or district to be located in the City.

In terms of hospitality, the Interstate 10 corridor will continue to be the near-term location of choice for hotel room expansion in the City. If health care increases its presence in Goodyear, there may be additional opportunities proximate to CTCA or other related employers that may locate within the area and to serve the Goodyear Ballfields, events at

Phoenix International Raceway, and employer needs at Phoenix - Gateway Airport. In the future, the systems interchange at Interstate 10 and Loop 303 may provide additional opportunities along the Loop 303 corridor.

In relation to other opportunities, one Panelist identified the need to reexamine several legislative/regulatory issues. The first is to resurrect the subject of Tax Increment Financing (TIF). This tool is currently not available for use in Arizona, but is utilized by every other state in the Country. The ability to readdress this mechanism through legislative approval would not only assist Goodyear, but other communities with similar issues. Another legislative topic is the existing structure for County Islands. This condition exists on Phoenix-Goodyear Airport, where the airport is a county island surrounded by lands under the jurisdiction of the City of Goodyear. While Goodyear and the City of Phoenix have a positive working relationship, the inability to provide oversight and related improvements on lands not under the City's purview is a constraint to maximize the economic viability of the airport environs. Lastly, it was identified that the encroachment of residential uses within high decibel aviation generated noise contours creates conditions of inverse eminent domain - where the land use that has been identified for private property cannot be reasonably accommodated. This condition could lead to potential takings litigation pursuant to Proposition 207.

Strategies/Implementation Actions:

Leverage the presence, capabilities and existing employers located at Phoenix - Goodyear Airport.

- Assist AeroTurbine with maximizing its facilities and capacity on-site and pursue supportive/supply chain components.
- Maintain communications and logistics with Lockheed Martin to retain workers/business operations at PGA and assess supportive/spin-off operations that are compatible.
- Develop a schedule to meet/visit with local/regional aviation and aerospace related companies annually.

Work with Luke Air Force Base to capitalize on the presence of the F-35 training mission.

- Evaluate opportunities associated with military construction (MILCON) projects on-Base with supportive operations and supply chain off-Base.
- Investigate supportive or secondary economic activities to promote unmanned aerial systems (UAS) technologies.

Maximize the presence of the Goodyear Ballpark for increased entertainment activities each week throughout the year.

- Provide temporary restaurant/bar tents, food trucks, seating areas, beer/wine gardens, etc. for athletic and nonathletic events.
- Enhance scheduling of entertainment related, event related or other athletics on the ballfields during non-spring training times of the year.

Create a biotech/healthcare district around the Cancer Treatment Center of America site.

- Consider the following uses within the district: research science, medical simulation, medical fabrication lab, incubator, diagnostics, etc.
- Market and attract university partners to the District.
- Attract and locate a biotech component within the District consisting of a medical simulation employer or a medical sterilization employer.

Create a health care master plan to expand existing and attract compatible health care entities.

- Consider attracting bioinformatics entities.
- Ensure telecommunications are in place or upgraded appropriately.

Leverage healthcare opportunities for industrial employers.

- Provide shovel ready sites to capitalize on near-term employer development opportunities.
- Foster speculative industrial development to provide move-in ready space for employers/tenants.
- Consider appropriate incentives for desired employers.

<u>Question 6 - Educational Providers:</u> How can a university site best work with the study area corridors/vision?

Background:

There is a 100-acre site located just north of the future City Center site that is planned for a university/park.

Panel Discussion:

The Panel confirmed that the 100-acre site for post-secondary education providers is well located with respect to the City Center and contributing/benefitting from its future uses. This site is large enough for several universities to be co-located, possibly on the same or similar premise as the Communiversity campuses in Surprise and Queen Creek. The ability to attract



recently retired or separated military personnel and offering a curriculum in STEM sciences, and sports medicine and supply chain could be a good mix. The Panel discussed the attributes that Franklin Pierce currently brings to Goodyear as well as the types of institutions that would make the most sense for the City and concluded that the City should attract private institutions, and possibly liberal arts curriculum, with a focus on serving the needs of the City's identified employment targets/clusters. The Panel also identified the potential to consider vocational or technical school entities as a viable component of the educational mix. The City could use a "2 +2" program leading to an associate's degree in nursing to assist in staffing existing and future health care providers in Goodyear. The Panel also noted that Arizona currently suffers from a shortage of physicians (15%) and that Creighton University may have a physical site in the Valley, at St. Joseph's Hospital and Medical Center, which would support a research and science component. The state also suffers from a shortage of residency slots due to the fact that these slots have been "frozen" since 1997 forcing medical students to leave the state. In all cases, the City should make sure the reticulation agreements (ensures credits are transferable among institutions) are in place to maintain a seamless curriculum structure. While Goodyear has worked to engage potential universities, the Panel identified that the City should be much more aggressive in marketing and attracting educational institutions and leveraging the intended employment market. Franklin Pierce University provides a reduced fee structure for Goodyear residents, so it was identified that the ability to administer partial

scholarships may be worth considering. It was also noted that the ability to use existing buildings and allowing the institution to phase-in the supportive facilities and student housing are other options to compete for this important community component.

Strategies/Implementation Actions:

Aggressively expand existing, and attract additional, post-secondary education/vocational training entities.

- Retain and expand Franklin Pierce College.
- Market and locate private colleges in the City Center.
- Evaluate the opportunity to locate vocational training entities at PGA.

<u>Question 7 - Design Guidelines</u>: What design guidelines or landscape guidelines would assist in creating the corridors above? Should special architectural standards or street standards be considered? Should different standards be considered in different areas?

Background:

- The City is currently updating its design guidelines, mostly to clarify them and make them easier to read.
- Design guidelines exist for Estrella Parkway: the City Center Gateway Overlay District.
- The Litchfield Corridor plan provides some visioning for the area.



Panel Discussion:

The Panel discussed that these tools are important components in communicating quality, character and community aesthetics, but they have to address the entire corridor and be enforced over time and in a predictable manner. It was noted that Litchfield Road could function with a standardized approach that could integrate a historic character to acknowledge the City's "early development roots" in the area, while the access and visibility of Bullard and Estrella Corridors warrant an enhanced approach for these guidelines. The guidelines should also be addressed in a public and private streetscape approach. The public streetscape approach would apply to land within the public right of way and could be implemented initially to ensure a consistent theme and sizing of landscape material. This approach could also be somewhat standardized to assist in future maintenance needs and resources, but each node could have a unique theme. For the private land that abuts the public right of way, the approach could be more flexible and contemporary to respond to differences in development timing. In addition, guidelines would also assist in creating a cohesive greenbelt spine for Bullard Wash. While the northern segment is constructed, southern segments will occur in the future and should have a "blueprint" to guide its design and relationship of adjacent uses and non-vehicular access. One panelist thought it would be prudent to move Bullard Wash closer to Bullard Avenue to leverage its improvements and visibility.

Strategies/Implementation Actions:

Create a streetscape theme for each of the three corridors with cohesive community elements.

Consider appropriate intensity/density parameters for corridor development.

- Confirm public right of way streetscape improvements such that they match future private property improvements.
- ✤ Integrate multi-modal components in each corridor.

Implementation Program for Suggested Actions

An approach to identify a recommended sequence of suggested actions for each of the seven questions is presented below relative to short, mid- and long-term timeframes.

Question No.		Strategy/Action	Short- Term	Mid- Term	Long Tern
1	Contin Choice	ue to emphasize Goodyear as the "City of			
		· Proactively market its primary, secondary and			
	•	post - secondary education system.			
	*	Consider making the necessary capital			
	•	investments to position the City as the premier			
		site for a particular sport (i.e. swimming,			
		baseball, soccer, lacrosse).			
	*	Continue to expand the City's offerings of			
		targeted industry jobs for its existing and future			
		resident labor force.			
2	Aggres	sively revitalize the Litchfield Corridor to			
-		ce private sector investment and economic			
		outions to the City.			
	*	Target underutilized properties for assemblage			
		and/or acquisition.			
	*	Critically evaluate existing buildings and			
		revitalize and/or condemn/demolish for			
		redevelopment.			
	*	Finance strategic infrastructure investments to			
		assist existing residents and employers and		\bigcirc	
		foster private investment.			
	*	Consider targeting small/incubator space along			
		the Yuma Road corridor.			
	*	Establish a cohesive streetscape/land use			
		character and design guidelines – a brand			
		identity.			
	Enhand	ce Estrella Parkway as the gateway and primary			
	corrido	or for the City's "Marketing Trail".			
	*	Work with the real estate brokerage community			
		to confirm and determine the trail destinations			
		and linkages when driving economic/developer			
		prospects through the City.			
	*	Link anchor institutions (education and health			
		care) within the City on the Marketing Trail.			
	*	Foster existing and determine new public/			
		private partnerships to achieve mutual		\bigcirc	
		economic objectives.			
		ly evaluate the role and uses of the City Center,			
		k and Regional Mall Site.			
	*	Consider moving the City Center retail uses			

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of Goodyear Question No.		a	Short-	Mid-	Long
Queenterin		Strategy/Action	Term	Term	Tern
		closer to the Regional Mall Site.			
	*	Consider substituting other compatible uses for			
		the retail uses identified for the City Center in			
		the next five years.			
	*	Consider improving Bullard Wash south to Yuma			
		Road to connect with the City Center.			
	*	Utilize Bullard Wash as the spine for greater			
		density/intensity within the Study Area.			
	*	Consider a multi-governmental complex in the			
		City Center and/or Ballpark comprised of City,			
		County, Regional and/or State entities.		-	
3	Work	with MAG/ADOT to construct Loop 303 south of			
	WOIK	Interstate 10 to MC-85.			
	*	Serve as a strong West Valley advocate for a			
	•	statewide transportation funding mechanism.			
	*	Assist in freeway right of way coordination,			
	· • ·	reservation and dedication to accelerate design			
		and development of this segment.			
	*	Consider the City loaning/contributing a portion			
	***	of the funds to accelerate freeway			
		development.			
4		No Strategies or Actions			
	Lovora	ge the presence, capabilities and existing			
5		yers located at Phoenix - Goodyear Airport.			
		Assist AeroTurbine with maximizing its facilities			
		and capacity on-site and pursue			
		supportive/supply chain components.			
	*	Maintain communications and logistics with			
	·	Lockheed Martin to retain workers/business			
		operations at PGA and assess supportive/spin-			
		off operations that are compatible.			
	*	Develop a schedule to meet/visit with			
	·	local/regional aviation and aerospace related			
		companies annually.			
	Work	with Luke Air Force Base to capitalize on the			
		ce of the F-35 training mission.			
	*	Evaluate the opportunities associated with			
		military construction (MILCON) projects on-Base			
		with supportive operations and supply chain			
		off-Base.			
	*	Investigate supportive or secondary economic			
	*	Investigate supportive or secondary economic activities to promote unmanned aerial systems			
	*		•		
	·	activities to promote unmanned aerial systems	•		

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Question No.		Strategy/Action	Short-	Mid-	Long
		Strategy/Action	Term	Term	Terr
	throug	hout the year.			
	*	Provide temporary restaurant/bar tents, food			
		trucks, seating areas, beer/wine gardens, etc.			
		for athletic and non-athletic events.			
	*	Enhance scheduling of entertainment related,			
		event related or other athletics on the ballfields			
		during non-spring training times of the year.			
		a biotech/healthcare district around the Cancer			
		ent Center of America site.			
	*	Consider the following uses within the District:			
		research science, medical simulation, medical	\bigcirc		
		fabrication lab, incubator, diagnostics, etc.			
	*	Market and attract university partners to the			
		District.			
	*	Attract and locate a biotech component within			_
		the District consisting of a medical simulation			C
		employer or a medical sterilization employer.			
	Create	a health care master plan to expand existing			
	and att	tract compatible health care entities.			
	*	Consider attracting bioinformatics entities.			
	*	Ensure telecommunications are in place or			
		upgraded appropriately.			
	Levera	ge healthcare opportunities for industrial			
	employ	yers			
	*	Provide shovel - ready sites to capitalize on near			
		 term employer development opportunities. 			
	*	Foster speculative industrial development to			
		provide move - in ready space for			
		employers/tenants.			
	*	Consider appropriate incentives for desired			
		employers.			
6	Aggres	sively expand existing, and attract additional,			
	post-se	econdary education/vocational training entities.			
	*	Retain and expand Franklin Pierce College.			
	*	Market and locate private colleges in the City	-		
	•••	Center.			
	*				
	***	Evaluate the opportunity to locate vocational training optities at PGA			C
7	Croata	training entities at PGA.			
7		a streetscape theme for each of the three ors with cohesive community elements.			
	contac				
	*	Consider appropriate intensity/density			
		parameters for corridor development.			
	*	Confirm public right of way streetscape			
		improvements such that they match future			

of Goodyear					UL
Question No.		Strategy/Action	Short-	Mid-	Long-
		offacegy Action	Term	Term	Term
		private property improvements.			
	*	Integrate multi-modal components in each corridor.			

City of Goodyear Appendix

- List of Relevant Documents
- Agenda of AzTAP Panel Session

List of Relevant Documents

***** TAP Briefing Document (prepared by City of Goodyear-under separate cover)



5090 North 40th Street Suite 210 Phoenix, AZ 85018 www.arizona.uli.org

City of Goodyear AzTAP Panel Day Agenda April 2, 2014

8:00am to 4:00pm Hampton Inn - 2000 North Litchfield Road – Goodyear AZ 85395

"Establishing a Premier Employment Corridor – Focus on Success"

8:00am	Panelists Arrive
8:15am	Welcome and Introductions – Brian Dalke, City Manager
8:30am	City Presentation Regarding Issues Being Considered – Sheri Wakefield Saenz, Development Services Director
8:40am	ULI Overview – Deb Sydenham, FAICP, Executive Director, ULI Arizona
8:45am	Panel Introduction and ULI AzTAP Process Review- Pete Bolton, ULI AzTAP Panel Moderator
9:00am	Question 1 – Identity and Vision How can the Litchfield Corridor, Bullard Corridor, and Estrella Corridor help us create and express our unique Goodyear identity/vision? What can be a long- term vision for this area and how does this area become a distinctive place within the Phoenix metro area?
9:45am	Question 2 – Corridor Connectivity How can the Litchfield Corridor, Bullard Corridor, and Estrella Corridor work together to create synergy?
10:30am	Question 3 – Transportation What are the opportunities along MC-85 and how can it work with the corridors above?
11:00am	Question 4 – Land Use What are the City's opportunities for high density and mixed-uses in the corridors?
11:45pm	Lunch (Panel moves to separate room for lunch and review of morning; Attendees pursue lunch on their own)



4:00pm

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12:45pm	Question 5 – Tenant Strategies The City is focusing on medical/healthcare, aerospace/defense, technology, office and hospitality. Are we missing any opportunities?
1:30pm	Question 6 – Educational Providers How can a university site best work with the study area corridors/vision?
2:00pm	Question 7 – Design Guidelines What design guidelines or landscape guidelines would assist in creating the corridors above? Should special architectural standards or street standards be considered? Should different standards be considered in different areas?
2:30pm	Going Forward: Top 5 Priorities Identify the top five priorities for the study area and determine the next steps that should be considered in evaluating and planning for future development.
3:15pm	Open Discussion Engage in open discussion and address any comments and questions received from the audience.

Adjourn

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ULI Arizona Technical Assistance Panel

