

# THE HISTORIC NORTH END CORRIDOR PLAN A MAIN STREET RENEWAL PROJECT



# Historic North End Corridor Plan: A Main Street Renewal Project

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I

# Introduction

## Article I: Introduction



The City of Yuma has embraced an effort to revitalize historic downtown Yuma and the Colorado riverfront. The area's unique historical roots reflect a crossroads of trade and commerce across the Colorado River, which created a once bustling Main Street. With the use of zoning regulations this revitalization plan will encourage a more livable, mixed-use

environment in the Historic North End, while balancing the human and architectural environment. As new zoning regulations are adopted for this historic center of Yuma, the revitalization plans for each corridor area will be an extension of the zoning regulations set forth. The corridor areas will guide development with prescribed uses and suggested design standards that is expected to promote the growth of this entertainment, retail, and service center.

Although the built environment found in the North End today was mostly constructed following the destructive flood of 1916, the foundation of what is known today as the Historic North End was established in the mid 1800s. During this time, a mining expedition in the area found this location to be the most feasible place to cross the Colorado River. Through the transportation industry, the North End transformed the desert just south of the Colorado River into the geographic and social center of an eclectic southwestern community.



Yuma historically thrived on the transportation industry. Thousands of years before the modern development of Yuma, Native American tribes crossed the Colorado River at this point. After their arrival, the new settlers in the region exploited the crossing to a greater level compared to the Native American tribes. Initially, ferry crossings were established, shortly followed by steamboat landings. By 1877, a transcontinental railroad line crossed the Colorado River at the north end of



Madison Avenue. Yuma was a main distribution point for goods on the Southern Pacific Railroad until it was moved to Tucson in the 1950's.

By the middle of the 19<sup>th</sup> Century, physical development in Yuma advanced as more people and goods traveled across the Colorado. According to the 1864 Territorial Census, the population count of Yuma was 151 persons. Hotels, saloons, general stores, and various other types of business catering to all of the transportation workers and transitory residents began locating along Main Street and Madison Avenue to accommodate the needs of a quickly developing Colorado River town. As the transportation industry expanded, the diversity and amount of business and services found in the area expanded. Being a transportation-oriented town, community development became a truly unique mesh of both local elements and foreign influences.

Main Street was at the heart of this developing community. Informally establishing itself as the promenade through town, Main Street saw dense development on both sides. This informal promenade was wide enough to allow a 20-mule freight wagon to make a u-turn after delivering its cargo at the river. All of the hustle and bustle along Main Street established it as the social center of the community.

As the social center of the community, the buildings along Main Street were designed with large storefront windows to capture the attention of passing traffic. Mirroring the commercial traffic along Main Street, these buildings created a shaded promenade of interconnected building canopies to attract foot traffic. Business within the North End prospered during this time, which is indicated by the reconstruction of Main Street after the flood of 1896 with modern bricks instead of adobe. It was during this same era that residences along Main Street were being replaced with commercial buildings to suit the increased retail market needs.

With heavy commercial development occurring along Main Street, residential development dissipated to the south and west. Being a higher elevation on the mesa than on Main Street, these areas were less likely to be destroyed by frequent floods. The eclecticism found on Main Street was duplicated in the aesthetics of surrounding residential development.



In time, residential development stalled in the North End. Post World War II in America brought new residential development to Yuma on the town's periphery, increasing residences on the Mesa, and stagnating growth in the North End. With the decentralization of residential development, all other amenities followed. New parks were developed near new residential neighborhoods, restaurants and modern shopping centers better met demands of the new housing stock, and Yuma's growing workforce and business needs outgrew buildings in the North End.

The commercial use of buildings on Main Street lost their competitive edge to new commercial development with the decentralization of residential growth. While some buildings transformed into service or industrial uses, others were vacated. Once the life center of the City of Yuma, the North End was tainted by the reference as “downtown”, a negative connotation to many locals and visitors.

The social and cultural roots of the community are embedded in the Historic North End. As Yuma’s development, decentralized in the half of the 20<sup>th</sup> century, the Historic North End rapidly deteriorated. The urban core was challenged by decentralized growth, which degraded the economic vitality of this section of the City of Yuma. It is this typical city growth pattern that challenges the economic significance of the remaining historic resources of Yuma, located in the North End. Historic preservation planning is a tool the City has used to address the economic health of the North End.

The Plan boundaries were established through historical research of the uses past and present south of the Colorado River.

### **Section 1.01 Corridor Boundaries**

#### **(a) Plan Organization-Boundary Identification/ Corridor Based Revitalization:**

The boundaries are 1<sup>st</sup> Street to the North, Giss Parkway to the South, the Union Pacific Railroad right of way to the East, and the alley right of way between 1<sup>st</sup> and 2<sup>nd</sup> Avenues to the West. These boundaries define the planning area, within this planning area two corridor areas have been defined to guide land use and planning policies for this, the historic center of Yuma.

The Historic North End Corridor Plan is a guide for various public and private stakeholders to make appropriate land use, design, and development decisions in the corridor areas. The Plan will encompass 15 city blocks that will be divided into 2 separate corridors; The Main Street Corridor and a Peripheral Support Corridor, inclusive of Madison Avenue, Maiden Lane, Gila Street, and 1<sup>st</sup> Avenue. Each corridor will have a tailored approach to development, design, and land uses which are deemed appropriate through the planning process. The guide will be designed as a community-based justification for preservation, conservation, and defined development of each corridor segment. The Plan will serve as an inspiration and quality guide for supporting and intensifying the unique historic character and development within the boundaries of the Corridor Plan Area.

The definitive boundary lines of the Corridor areas are illustrated in the following map:



The Corridor Plan has a northern boundary of 1<sup>st</sup> Street and southern boundary of Giss Parkway. To promote the level and type of public investment needed in each corridor, the Plan researches possibilities for use based tax, fee, and development incentives within the Main Street Corridor Area and the Peripheral Support Corridor.

**(b) Previous Plans and Efforts**

In recent years the value of conserving the past through historic preservation and redevelopment has been partially realized. The City of Yuma has envisioned a revitalization of its North End for more than four decades and great strides towards achieving this goal began taking place in the past 10 years.

A large part of the revitalization has begun to take shape due to a Riverfront Redevelopment Plan which is focused on the area immediately north of this proposed Corridor Plan. The area encompassed by the Riverfront Redevelopment Plan involves a large amount of open land, as well as a state park. The redevelopment plan is extensive and involves the future development of open land, along with the historic rehabilitation and conservation of existing structures.

Significant progress began in 1995, when a small piece of the wetlands was reclaimed as a public park. Hundreds of acres of wetlands have since been restored and are now open to the public. In 2000, this area was dedicated as the

“Yuma Crossing National Heritage Area” by the United States Congress and signed into law by President Bill Clinton. The Heritage Area incorporates 21 square miles and over 150 historic resources including the Historic Yuma Crossing National Landmark.

Walking paths throughout the Yuma Crossing National Heritage Area connect the parks with historic sites, as well as the historic ‘downtown area’, formally referred to as the North End. The great pedestrian access prevalent throughout the Corridor Area and the Heritage Area has improved this district, and make the envisioned redevelopment proposed in this Corridor Plan easier to attain.

The Historic North End Corridor Plan’s boundaries touch the southern boundary of the Riverfront Redevelopment planning area, as such, the demand for entertainment in the area will continue to increase.

Yuma’s Riverfront Redevelopment began with restoration of the wetlands along the Colorado River, and a new hotel and conference center at the Rivers edge. Many other projects have been completed or are in progress for the Historic North End. The Historic North End Corridor Plan expands upon the current redevelopment to create a vibrant and attractive geographic center, one which connects the history of the Colorado River with planned renewal as the entertainment, arts, and cultural center of Yuma.

*Previous plans incorporated into current effort:*

- 2020 Visioning Plan- 1996
- North End Redevelopment Plan (NERA) – R-2318, August 17, 1983
- City of Yuma Old Town Zoning District and Historic Overlay- Ord 583, Sept 16, 1952
- Riverfront Redevelopment Plan
- Yuma Heritage Area Efforts (H.R. 2833-2, the Yuma Crossing National Heritage Area Management Plan, enacted by the 106<sup>th</sup> Congress of the United States of America at the 2<sup>nd</sup> Session on January 24, 2000)

## **Section 1.02 Main Street Renewal Philosophy**

The physical and economic state of the Historic North End has suffered over the past half-century. Outward mobilization of people and decentralization of business and entertainment activities has caused fiscal hardship and physical dilapidation due to increased vacancy in the area. The current recession, with reductions in federal and state funding will cause Main Street Renewal to be gradual, and possibly slower than the initial efforts of



revitalization along the Colorado would have caused before the States economic down-turn in 2008.

The following efforts for Main Street Renewal are focused around organized land use decisions and active marketing of existing and specialized niches that are deemed appropriate for the Historic North End. The land use decisions as will be discussed in detail later in this document, are tailored to the organic physical development of the area, the walkability of the streets, and economic markets which have not been fully exploited elsewhere in the greater Yuma region. As such, the following outlines the proposed uses set forth in this Plan for the two specialized corridor areas.

<p><b>Main Street Corridor</b></p> <p>The focal point area and center of activity- A corridor for Mixed Use Development</p> <ul style="list-style-type: none"><li>❑ Retail, Entertainment, Arts, Culture, (secondary floor) Residential and Office.</li></ul> <p><b>Peripheral Support Corridor</b></p> <p>Madison Avenue/ Maiden Lane</p> <ul style="list-style-type: none"><li>❑ Support Corridor: Retail, Offices, Residential, Secondary Entertainment and Cultural Uses.</li></ul> <p>Gila Street</p> <ul style="list-style-type: none"><li>❑ Transportation Corridor and other Support Uses.</li></ul> <p>1<sup>st</sup> Avenue</p> <ul style="list-style-type: none"><li>❑ Yuma County Court support services and uses, various other offices and specialized small scale commercial uses.</li></ul>
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The focal point area, the Main Street Corridor is fully developed with a shortage of available space for infill development. Main Street Corridor buildings are typically abutting the front property lines, creating a very walkable thoroughfare. Storefront windows line the sidewalks, and while most of the buildings are only one story, there are approximately 18, two or three story buildings. Canopies extend over the sidewalk from the buildings to shade the walking path from the hot Arizona sun. This is one conservable historic feature that makes the character of the North End so unique. Recently a City of Yuma Capital Improvement Project was completed that focused on revitalizing the Main Street Streetscape and re-opening Main Street to vehicular traffic. The renovations included a ‘complete street’ with parallel parking, roundabout (3<sup>rd</sup> and Main St intersection), landscaping, street furniture, and visual additions, such as, two large fountains, and Public Art displays.



Although recent public investment and improvement to visual attributes have been accomplished, properties on Main Street have struggled to maintain business occupancy and pedestrian attention. A portion of the storefront windows are vacant or are used solely for storage purposes. The Vision for the Main Street Corridor is to create the foundation for an entertainment district that attracts business, visitors, and residents downtown. Various strategies for creating incentives for revitalization have been evaluated with the help of a hired consultant and the community.

Ideally, the Main Street Corridor Plan will be used to guide private investment to achieve the vision created by the Plan. The entertainment district envisioned as a result of the Main Street Corridor Plan will be a three block area of mixed use redevelopment. The proposed plan will be built upon the historical significance of Yuma's past while encapsulating the possibilities for the future. One of the first objectives of this corridor plan is to clarify uses and where they are allowed. Ground floor uses will vary from retail sales of goods, to restaurants and some service industries. The second floor and above or below the first floor would allow a wider range of uses such as office and residential.

### ***Revitalization Planning Objective***

- Create a distinctive land use plan based on existing marketing niches; i.e. Tourism, Historical Prominence, and Arts and Entertainment.
- Involve the Community to identify shared values, thereby strengthening the available resources for implementation of Plan.
- Incorporate key concepts of the *Imagine a 2020 Vision Plan* and the *Riverfront Redevelopment Plan*.
- Consider creation of a zoning overlay to guide land uses, a *Main Street Overlay*
- Create consistency with the historic and southwestern character of the area
  - Incorporate the Historic District Design Guidelines in the visioning for exterior design and Infill development.

**Section 1.03 Key Values** (derived from previous planning efforts)

# Key Values

Strive for owner-operated stores and boutiques in the Main Street Corridor

Imagine Downtown yuma in the Year 2020!

Promote mixed use development which reserves the ground floor for retail, entertainment, and arts with offices and residences above

2020 Vision Key Concepts Expanded

Develop connections with other downtown historic districts

2020 Vision Key Concepts Expanded

Draw attention to historic districts with identification signage at district boundaries

2020 Vision Key Concepts Expanded

Recognize that selective replacement of non-historic structures is inevitable

Main Street Historic District Design Guidelines

New construction shall reflect sensitive design in relation to historic structures

Main Street Historic District Design Guidelines

Perceive the importance of utilizing storefront display windows in the district

Main Street Historic District Design Guidelines

## **Section 1.04 Project Guiding Visions** *(guiding planning principles)*

The following 13 guiding visions were revised and finalized with the feedback we received from the community engagement process, as well as from the input of the Corridor Plan Advisory Panel.

The following are intentions and priorities for achieving the guiding visions:

### *VISION 1: GAIN POSITIVE PUBLIC PERCEPTION OF HISTORIC DISTRICTS/DOWNTOWN AREA*

- Intention 1.1 Involve public in promotion and creation of the North End's Marketing Niches.
- Intention 1.2 Develop a plan to ensure strong communication with the North End business and residential community.
- Intention 1.3 Actively pursue public art and consistent aesthetics in the North End.
- Intention 1.4 Eliminate the perceived 'downtown' false image of blight and crime, by marketing images of existing beauty, activity, and vibrancy.

### *VISION 2: CREATE COHESIVE AND HARMONIOUS DISTRICTS THAT ATTRACT AND RETAIN RESIDENTIAL AND COMMERCIAL OCCUPANCY.*

- Intention 2.1 Continue to strengthen and increase cooperation between the City of Yuma, Yuma County, and other key partners.
- Intention 2.2 Explore training opportunities for the community, to strengthen leadership and increase knowledge of historical integrity of the districts.

### *VISION 3: ATTRACT ATTENTION TO STRUCTURES LISTED INDIVIDUALLY ON THE NATIONAL REGISTER OF HISTORIC PLACES AND THOSE OF ARCHITECTURAL DIVERSITY.*

- Intention 3.1 Encourage quality signage, building re-use, and rehabilitations.
- Intention 3.2 Create and promote development incentives to facilitate the attention the landmark structures require.

### *VISION 4: DEFINE NODES THAT EXPRESS BOTH FORMALLY AND INFORMALLY, HISTORIC DISTRICTS AND CORRIDORS.*

- Intention 4.1 Partner with Yuma County and Arizona entities to develop and implement a comprehensive gateway and way-finding plan.
- Intention 4.2 Partner with the Southwest Contractors Association to establish and promote a Commercial Rehabilitation Program.

### *VISION 5: SEEK DEVELOPERS AND BUSINESS OWNERS THAT WILL ATTRACT YEAR ROUND PATRONS.*

- Intention 5.1 Develop a formal “North End business attraction and retention program”.
- Intention 5.2 Distribute a quarterly press release focused on the successes of the Main Street Corridor and North End businesses and projects.
- Intention 5.3 Create a checklist for each incentive program for building projects and re-use projects that link individuals to the appropriate agency or authority and simplify the process.

*VISION 6: REVIVE MAIN STREET AS YUMA’S ENTERTAINMENT DISTRICT WITH SUPPORTING CORRIDORS.*

- Intention 6.1 Support a balanced, diversified communication plan for a single identifiable Historic North End by utilizing a variety of venues, such as; newsletters, annual north end pow-wow, and North End Entertainment District website.
- Intention 6.2 Create and implement a fundraising plan that makes sense for the Main Street Corridor and the Peripheral Support Corridor of the North End.
- Intention 6.3 Continue to explore grants and other funding opportunities and evaluate the Corridors’ willingness and need accordingly.

*VISION 7: CREATE OPPORTUNITY FOR MIXED-USE DEVELOPMENT.*

- Intention 7.1 Foster an entrepreneurial approach to how the North End operates.
- Intention 7.2 Promote opportunities associated with the establishment of a Business Improvement District.

*VISION 8: PROMOTE PRIVATE INVESTMENT IN BUILDINGS AND STRUCTURES, AND SUPPORT APPROPRIATE ECONOMIC DEVELOPMENT.*

- Intention 8.1 Develop a plan to ensure strong communication between the business and property owners and the private development entity and the City throughout the planning and construction process.
- Intention 8.2 Continue to utilize the City website, the Yuma Crossing National Heritage Area website, and other stakeholder websites as a valuable tool to disseminate information about the revitalization campaign and the City to residents, investors, and visitors

*VISION 9: CONTRIBUTE TO GREEN BUILDING PRINCIPLES THROUGH REUSE OF EXISTING STRUCTURES AND PROVIDE GREEN BUILDING INCENTIVES.*

*VISION 10: ENCOURAGE HISTORIC PRESERVATION AND PROMOTE INTEGRITY OF HISTORIC SITES AND STRUCTURES.*

*VISION 11: GAIN OCCUPANCY OF LARGE INDIVIDUALLY LISTED BUILDINGS IN THE NORTH END.*

*VISION 12: LINK THE NORTH END OF THE CORRIDOR PLAN WITH RIVERFRONT DEVELOPMENT.*

Intention 12.1      Use existing marketing niches to establish a North End identity to assist with branding the area.

Intention 12.2      Implement a North End Information Kiosk Program

*VISION 13: INCREASE RESIDENTIAL AND COMMERCIAL BUILDING OCCUPANCY.*

Intention 13.1      Implement a phased economic incentives program to encourage new development and adaptive re-use of existing structures.

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II

Corridor Analysis

## Article II: Corridor Analysis

The following article is a synopsis of the Main Street Corridor and the Peripheral Support Corridor in terms of demographics, financial sustainability, geographical attributes, current planning environment, and rehabilitation as a designated Historic District. The information is analyzed within the framework of planning influences, and economic and community redevelopment.

The level and types of public investments which have been and continue to be made in the Corridor Area, the area within this Plan's boundaries, offer important opportunities to generate private development and mitigate instability associated with the Main Street and Peripheral Corridors commercial areas. Demographic and market data support the characterization of niche marketing for tourism, entertainment/retail, and age based markets; which have yet to be fully capitalized upon in Yuma.

### **Section 2.01      *Inventory of Existing Conditions and Land Use***

#### **(a)      *Summary***

The Historic North End Corridor Plan encompasses 15 city blocks and a total of 145 properties. Occupying the parcels of land are 125 structures, 30 of them vacant. The majority of the area is built out, but 13 parcels are vacant land. Numerous types of business are supported in buildings ranging from 5 to 140 years old, with a majority of the buildings being constructed between 1910 and 1950. The Corridor Area is pedestrian friendly, with sidewalks around the perimeter of every block and traffic calming measures in place.

The following analysis highlights the Main Street and Peripheral Support Corridor, in comparison with citywide data. Demographics, housing accessibility, and market conditions, are compared using United States Census data:

- The significant increase in citywide percentage of population between 1980-1990 and 1990-2000 has not been mirrored in the Corridor plan area. The corridor area experienced a decline in population steadily between 1980 and 2000.
- A high percentage of housing units in the North End were built before 1960 as compared to the citywide average.
- In 2000, although 12.1% of the jobs within the City of Yuma existed within the corridors, only 2.1% of the population lived in this area
- The largest employment sectors are Government and service industries, which are expected to grow within the next two decades with the expansion of Federal facilities in the riverfront development area.
- The Main Street Corridor and the Peripheral Support Corridor encompass the largest number of individually listed historic structures in the City of Yuma.

## ***Demographics***

### **Rate of Change in Population**

The population of the Main Street Corridor and the Peripheral Support Corridor has been in decline over the past three decades, with greater decline exhibited in the Support Corridor. The rate of decline was markedly slower between 1990 and 2000, than between the decades of 1980 and 1990. The population decline is contrary to the citywide trend. Since 2000, the population in the Corridor Area has declined further.

### **Types of Households and Age Distribution within the Residing Population**

The percentage of non-family households within the Corridor Area is two-and-a-half times as high as the citywide percentage. This may be explained by the large percentage of single occupants living in group quarters in the Corridor Area. Higher rates of individuals are residing alone or with roommates instead of in family units within the Corridor Areas. The average size of household in the Corridor Area is also statistically smaller with an average of 1.8 persons compared to a 2.6 person average citywide in 2000. The Corridor Area has fewer <19 age cohort and fewer 65+ cohort with the distribution of the 45-64 age cohort similar to the percentages of citywide population.

### **Housing Occupancy**

Within the Corridor Area, there are a high percentage of rental housing units. Over 90% of residential housing was built prior to 1960. The percentages of renter occupied and vacant housing units are high within the Corridor Area. Since the 2000 Census, these statistics have risen. In addition, there may be a correlation between the high percentage of renters and the large number of non-family households living in the area. Corridor Area housing represented less than 1% of the citywide housing stock in 2000. Median gross residential rents in the Main Street and Peripheral Support Corridors are less than median gross residential rents for the city by approximately twenty-one percent.

## ***Circulation***

### **Periphery**

The plan area is bounded by two heavily traveled streets to the north and south, and two local streets on the east and west.

In the plan boundary area, 1<sup>st</sup> Street is a two lane road with a middle turn lane. As 1<sup>st</sup> Street heads west from the Corridor Area, it widens to four lanes and acts as the main east/west thoroughfare on the north side of the city. As 1<sup>st</sup> Street heads east from the boundary area, it offers a left turn to the East Wetlands Park

and a crossing into California via the Ocean-to-Ocean Bridge. Traffic counts on 1<sup>st</sup> Street near 1<sup>st</sup> Avenue revealed the following:

- 1<sup>st</sup> Street sees an average of 7,044 vehicles on any given day of the year.
- Peak month is November. Average = 8,967 vehicles/ day
- Slowest traffic month is July. Average = 3,461 cars/ day.
- Much of the traffic is generated from vehicles using the Ocean-to-Ocean Bridge.

To the south, Giss Parkway is a four lane street with a middle turn lane, featuring a large landscaped roundabout at the intersection with Madison Avenue. Both sides of the street are landscaped in the plan boundary area, and between 1<sup>st</sup> Avenue and Main Street the road has a landscaped median with raised and colored pedestrian crosswalks. A few hundred feet to the east of the plan boundary area, Giss Parkway intersects an off-ramp from both east and west bound Interstate 8 traffic. This street also connects the area with the Yuma Palms Regional Center via 8<sup>th</sup> Street.

- Giss Parkway sees an average of 11,350 vehicles on any given day of the year.
- Peak month is February. Average = 15,421 vehicles/ day
- Slowest traffic month is November Average = 7,052 cars/ day.
- Much of the east bound traffic is generated from vehicles traveling from the Yuma Palms Regional Center (Yuma Palms), and I-8 off-ramps (Towards 4<sup>th</sup> Ave).
- West bound traffic heads towards the Yuma Palms and I-8 on-ramps.

The western most street of the plan area, 1<sup>st</sup> Avenue supports much less traffic than either 1<sup>st</sup> Street or Giss Parkway. It is a two lane street with diagonal on-street parking on both sides. Bulb-outs on the corners help to create a meandering sidewalk on this street as well as a traffic calming device.

- 1<sup>st</sup> Avenue has two main purposes, to support the traffic for the properties fronting onto it and as a connection between 1<sup>st</sup> Street and Giss Parkway. Court Street, the link between 1<sup>st</sup> Avenue and the County Courthouse and associated offices, its eastern terminus at 1<sup>st</sup> Avenue.
- 1<sup>st</sup> Avenue sees an average of 2,218 vehicles on any given day of the year.
- Peak month is November. Average = 3,778 vehicles/ day
- Slowest traffic month is May. Average = 507 vehicles/ day.

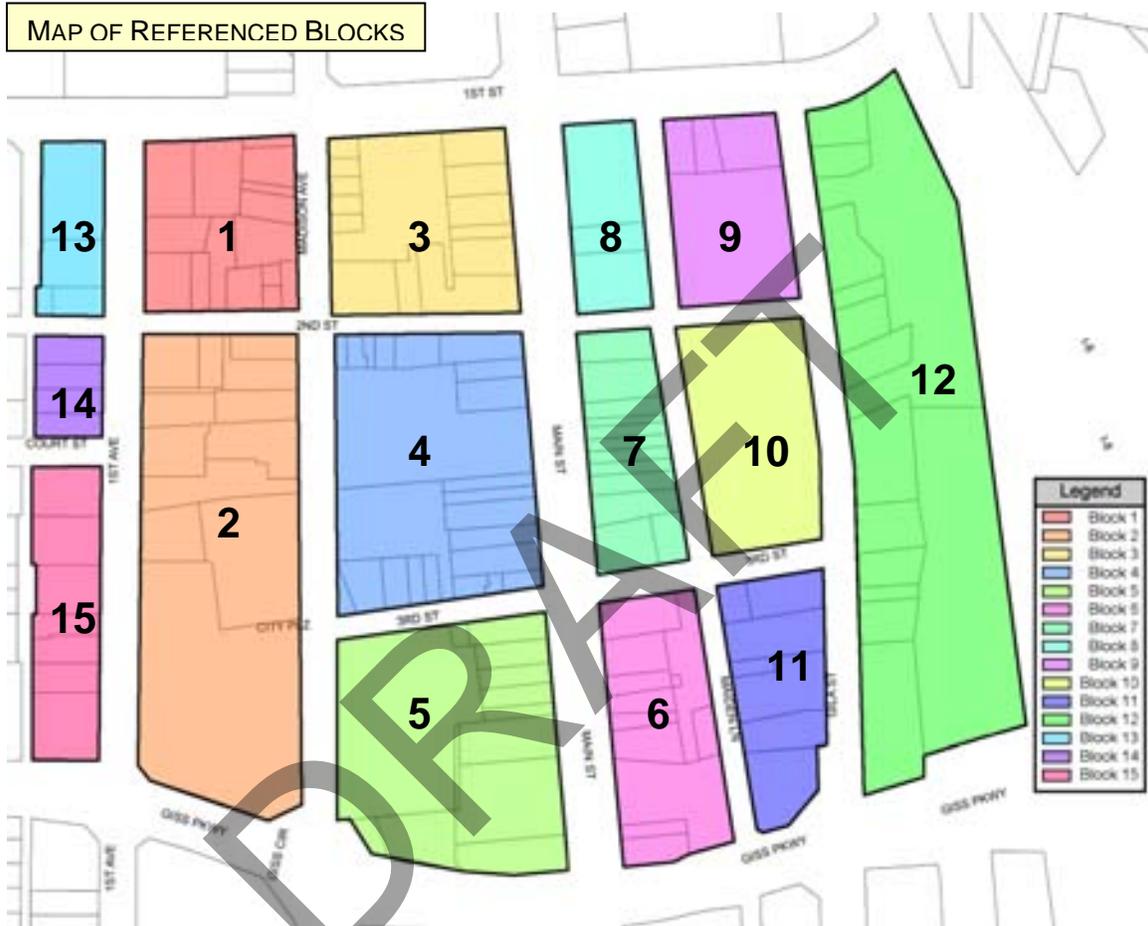
The eastern most street of the plan area, Gila Street, is relatively similar to 1<sup>st</sup> Avenue. Although no traffic monitoring has been set-up on this street, it acts as the fastest connection for vehicles heading between the Ocean-to-Ocean Bridge and Giss Parkway, and sees a moderate amount of traffic. This is a two lane street with on-street parking on both sides.

### **Interior**

The streets on the interior of the plan area are in good condition, with on-street parking available. The only street not featuring on-street parking is Maiden Lane,

which serves as the main route to the off-street parking lots in the area. The sidewalks in the plan area are pedestrian friendly. Sidewalks are as wide as 15' along the west half of Main Street and no less than 5' in any other portion of the Corridor Area.

**(b) Block-by-Block Needs Assessment**



The following is a multi-faceted analysis of the blocks within the Corridor Area. Significant characteristics of each block are discussed in context to both the area within the Historic North End Corridor Plan and the surrounding historic districts. The above map displays the blocks referenced in the analysis.

**(i) Block Characteristics**

**Block 1**

A significant amount of historic architecture is present on block 1. The east and south sides of this block are also part of the Brinley Avenue Historic District. Eleven structures listed on the National Historic Register of Places are located on the east and south sides of the block. A great example of the character contained within the structures is exemplified with the individually listed structure located on the northeast corner of the block at 102 S. Madison Avenue. This structure originally housed the Poplar Drug Store, but was converted into a wedding chapel in the late 1920's. "Quickie weddings" drew tens of thousands of people to Yuma from California, and was very popular among early 20<sup>th</sup> century celebrities, where one only needed a witness to be wed.

Napoleon House



- Block 1 contains 11 structures listed on the National Historic Register of Places.
- 6 of the 11 individually listed structures are occupied; 5 are vacant.
- Two adjoining vacant parcels, totaling 20,268 square feet of land, on the corner of 1<sup>st</sup> St. and 1<sup>st</sup> Ave. have significant development potential.
- Occupation of a Federal Courthouse by the spring of 2013 is proposed directly to the north of Block 1.
- The historic residence at 96 W. 2<sup>nd</sup> St. houses one of seven mixed-use properties in the Corridor Area.

**Block 2**

At 7.10 acres, Block 2 is the second largest block within the Corridor Area. The two most prominent features are City Hall, being the largest employer in the Corridor Area, and the successful reuse of seven out of the eight individually listed structures. The one vacant structure on the block, known as the Molina Block, is an individually listed adobe building that historically housed residences and offices. Although it is vacant, it continues to contribute heavily to the historic character of this portion of North End.

Molina Block



- Block 2 contains 8 structures listed on the National Register of Historic Places.
- Of the 8 individually listed structures, 7 are occupied.
- The largest building in the Corridor Area, City Hall at 130,000 square feet, is sited on the south side of Block 2.
- All lots on this block serve a purpose, but the block is not physically "built out".

### Block 3

Block 3 is 3.06 acres in size and has an eclectic mix of building styles and uses. The west side of the block, facing Madison Avenue features five shopkeeper buildings. These structures each contain approximately 3,000, with 1,000-1,200 ground floor commercial space and the remainder a 2<sup>nd</sup> floor residence. They are a great example of the potential mixed-use developments have in the corridor area.

Yuma National Bank



- The southwest corner of Block 3 houses the iconic, Spanish Colonial Revival, Yuma National Bank building, circa 1924 (individually listed).
- The Yuma National Bank is occupied by Yuma County Administration and is very well maintained.
- Constructed in 2000 with frontage on Main Street, The Monarch's Rest was a 10,400 square foot former restaurant, which currently sits vacant.
- Prominent individually listed structure on the southwest corner of Block 3, the Gandolfo Annex, was demolished in 2009 due to disrepair.
  - Any new structure on the lot must reflect a Territorial style and scale, reminiscent of the building
- The middle portion of this block is a public parking lot containing approximately 75 spaces.

### Block 4

Block 4 is 4.72 acres in size and contains seven individually listed structures. Five of the seven individually listed structures are located on the north side of the block, fronting onto 2<sup>nd</sup> Street, with one on the northeast corner fronting onto Main Street. These interconnected buildings along 2<sup>nd</sup> Street feature the eclectic nature of architecture in Yuma, and the dense commercial development that existed in the Historic North End. Three of the individually listed buildings fronting onto 2<sup>nd</sup> Street are vacant (2010), and contribute to the urban blight of the area with boarded doors and windows.

The Kress Building



- The historic atmosphere created by the building canopies extended over the sidewalk is nearly unbroken for the entire block fronting onto Main Street.
- The large Yuma Art Center is housed in the middle of the block. The Center contains four art galleries, a pottery studio, black and white photography darkroom, a gift shop, and a 640 seat theater.
- If the individually listed structures on the north side of Block 4 do not receive attention in the near term, they may become too dilapidated to feasibly repair.
- The individually listed Power Apartments, constructed in 1915 are one of the very few residential structures within the corridor area.
- A large parking lot with over 100 spaces is located on the west side of the block.

## **Block 5**

Old Yuma Post Office

Block 5 is 4.82 acres and is divided into two dominant sections, buildings fronting onto Main Street, and a parking lot. The Main Street portion of the block is built out, with all of the buildings built to the front property line, except the individually listed Old Yuma Post Office at 370 S. Main Street. This building is possibly the City's best example of Spanish Colonial Revival, and is well maintained by its owners, The Gowan Company.



- The individually listed Hotel Lee, circa 1917, is sited at the highly visible corner of Main Street and Giss Parkway.
- Middle of the block is characterized by three vacant buildings, the largest of which is in a state of extreme dilapidation.
- Over 29,000 square feet of building area on this block is used as office space, while approximately 5,000 square feet is used for retail.
- The west portion of this block contains a public parking lot with 140+ parking spaces.

## **Block 6**

View of Block 6

As with block 5, block 6 seems to be another underutilized block. The connected buildings beginning at the northwest corner of this block all contain very large storefront windows. While these buildings do not contain much evidence of an architectural style, the storefront windows and covered walkways are ideal for promoting a walkable entertainment and retail corridor. South of these buildings are two noncontributing buildings and small, private parking lots, effectively breaking the classic "Main Street" appeal. A second set of small, connected buildings round out the southern portion of Block 6.



- As this is the entrance to the Main Street Corridor, it is important to create an environment that people associate with entertainment and retail as they enter the corridor area.
- This block currently does not adequately contribute to the envisioned retail and entertainment corridor.

## **Block 7**

Block 7 is one the densest built blocks in the Corridor Area and contains a majority of the retail and entertainment uses in the Corridor Area. This block contains multiple retailers of various types as well as two restaurants, a bar and a wine bar. In addition to the existing retail and entertainment uses, there is additional rental space available. An iconic canopy shades the sidewalk for the entire block, and one restaurant has taken advantage of a program allowing them to extend their business into this area as of April 2010.

View of Block 7



- Main Street between 2<sup>nd</sup> and 3<sup>rd</sup> Streets (Blocks 4 & 7) creates a solid foundation of retail and entertainment uses which the Main Street Corridor can build from.
- Authentic historic character of the North End is present in two buildings still used in the relatively same fashion as they were 100 years ago, Lute's Casino and Red's Birdcage.
- The historic character of Main Street could be further strengthened through the redevelopment of the Lyric Theater
- The only non-conforming building on this block is located on the northern most parcel.
- Both the aesthetics and uses contained on block 7 help to strengthen the goal of focused, adaptive reuse of the North End.

## **Block 8**

Block 8 is a relatively small in size and is split into 3 parcels. The Sanguinetti Building, at 197 S. Main Street, sits at the southern end of the block. One of the largest buildings in the Corridor Area, with over 50,000 square feet of floor area, it sporadically houses various retail, restaurant and service businesses. The middle parcel contains a 13,100 square foot building which covers the entire lot. It is unadorned and does not contribute to the historic character of the district. A movie theater was constructed in 1999 on the northern lot.

Main Street Cinemas



- Block 8 does not contribute to the historic nature of the district, but with some remodeling could become contributing.
- While the movie theater does not contribute to the Corridor Area aesthetically, its use does attract people to the North End for an entertainment purpose, a central vision for the North End.
- The building uses generally contribute to the retail and entertainment focus, but the sporadic tendency of the businesses on two out of the three parcels do not strengthen the idea desired in this corridor.

## **Blocks 9 & 10**

A majority of the area between Blocks 9 and 10 is dedicated to parking. While the majority of Block 9 is dedicated to public parking, with over 140 parking spaces, the entirety of Block 10 is dedicated to parking, with nearly 290 spaces. There are two lots with buildings fronting onto 1<sup>st</sup> Street that currently house businesses.

- Blocks 9 & 10 main contribution to the Corridor Area is their large amounts of parking.
- One of the few vacant lots in the Corridor Area is located at the northwest corner of Block 9. This 6,900 square foot lot has both water and sewer connections, as well as great visibility from 1<sup>st</sup> Street.
- The restaurant located on the northeast corner of Block 9 has a historic train connected to the building which it uses for dining space.
- One of the entertainment venues in the district, the Pub, is located on Block 9 and regularly hosts live music.

## **Block 11**

Block 11 consists of 7 parcels of land measuring 2.01 acres in size. Of the seven parcels, four are vacant lots with a combined area of 44,682 square feet. The remaining three parcels house four vacant buildings, one listed on the National Historic Register of Places, totaling 52,140 square feet. Three of the buildings housed industrial uses and have no historic significance.

Hotel del Sol



- The iconic, Spanish Colonial Revival Hotel del Sol, is one of the most prominent, and vacant, structures in the district.
- With over 28,000 square feet of floor area, the prominent Hotel del Sol represents one of the most critical redevelopment projects in the Corridor Area.
- One of the most visible lots in the corridor area with over 20,000 square feet and fronting onto Giss Parkway sits vacant.
- This lot is one of the most attractive vacant lots in the district for development due to its size and location.
- The vacancies and non-conformity of Block 11 act as an anchor to redevelopment in the North End.

## **Block 12**

Block 12 measures 8.70 acres, and runs north to south without breaks in the Corridor Area. A majority of the land on this block is owned by Union Pacific who uses it to switch staff on their trains. There is also an obscure, unmarked Amtrak passenger stop here. Union Pacific is the major land owner on this block, owning 6.24 acres of property.

- The two northern most lots have two vacant, blighted houses on them.
- Of the five properties not considered to be vacant lots or buildings, two feature residential structures, two are dedicated to Union Pacific Operations, and one is a veteran's memorial park.
- Block 12 has room for development, most notably the completely vacant 39,300 square foot southern most lot which fronts onto Giss Parkway.

## **Block 13**

Block 13 is 1.05 acres, divided between four parcels. At 26,000 square feet, the northern parcel is the largest on this block, and is used by the Yuma County Court House as a parking lot. Due to the proximity to the Courthouse, the two southern parcels are used for attorneys' offices. Sitting on a concrete pedestal, six feet above street level, the individually listed Dressing Apartments at 148 S. Main Street are still being used as residences. These studio sized houses, the smallest being 512 square feet and the largest being 672 square feet, are in good condition and offer some of the only housing opportunities in the Corridor Area.

## **Block 14**

Block 14 is 0.70 acres in size and consists of all office space. The northern most lot is inhabited by the individually listed Old Gandolfo Theater, built in 1916. South of the Old Gandolfo Theater are two concrete masonry unit construction structures, built in the 1950's, both of which are used for office space. Also located in the middle of the block is off-street parking for these two buildings.

Gandolfo Theater



### **Gandolfo Theater:**

- One of the best examples of adaptive reuse can be seen in the Old Gandolfo Theater.
- The once "movie house" was drastically redesigned on the interior and now offers attractive tenant spaces for a variety of uses.
- The essence of the original structure is still evident on both the exterior and interior.

## **Block 15**

Block 15, at 1.98 acres, contains five individually listed structures, all of which are in relatively good condition. The one structure used as a residence on this block is the individually listed G.A. Ortiz House on the north end, at 206 S. 1<sup>st</sup> Ave, constructed in 1901. Two of the individually listed structures on the block, both former residences, have been converted into law offices. The best example of Mission Revival architecture is found at 256 S. 1<sup>st</sup> Avenue with the individually listed Methodist Episcopal Church. This iconic symbol of southwestern architecture was constructed in 1905, and has remained relatively unmodified. In addition to the five individually listed structures on the block, there are two non-contributing structures. Unfortunately, the building at the northwest corner of Giss Parkway and 1<sup>st</sup> Avenue is a large two story non-contributing structure built in the mid 1980s. This large, unadorned building strongly detracts from the historic nature of the Block and is very unsightly.

- Block 15 offers great examples of historic architectural styles and materials used in the late 19<sup>th</sup> and early 20<sup>th</sup> century Yuma.
- Through constant occupation and proper maintenance, the individually listed structures on this block add genuine historic flavor to the North End.
- The adaptive reuse of these 100+ year old structures is evidence of the opportunity available for other vacant, historic structures in the Corridor Area.

### **Existing Land Uses**

Although there are restaurant, service, and residential uses, the predominant land use in the Main Street Corridor is office. Except at major cross streets, the commercial uses are half of the block in depth, which cause many long, narrow uses; and buildings that have a difficult time finding a re-use after the large scale commercial or retail (ex. department store) have vacated. The residential use is more predominant in the Peripheral Support Corridor, but future expansion of this use should be explored for the vast amount vacant land in both corridor areas.

The properties within the Corridor Area are zoned Old Town (OT) Zoning District, which allows a mixture of land uses, both commercial and residential in nature. The current zoning is consistent with the land use policy for the area. Modifications to the zoning district regulations and standards within the Old Town District should be explored to encourage revitalization and development of new and supportive uses.

## Existing Residential and Mixed-Use Properties 2010



This map displays the 16 residential properties within the corridor area. These 16 properties support about 30 residential units, with 7 parcels also containing some business function. A mutual agreement by the authors of this Plan and the advisory panel reviewing the document was an increase in residential occupancy would help spur business growth and create a new identity for the North End. This Plan also encourages the advancing idea within the planning profession that mixed-use projects have a multitude of positive impacts in the community on many different levels. Proposed mixed-use projects would have different requirements in order to qualify for economic incentives depending on which corridor area they are located in; a project in the Peripheral Support Corridor could have a wide variety of residential, office, retail, and entertainment uses whereas mixed-use projects within the Main Street Corridor are required to have retail and entertainment uses on the ground floor.



## Existing Restaurant, Entertainment and Retail Uses 2010



This map displays the properties containing restaurant, entertainment, and retail uses and a combination thereof. It illustrates the historic and existing trend to locate a majority of these uses on Main Street. The area between 2<sup>nd</sup> and 3<sup>rd</sup> Streets along Main Street is particularly dense with restaurant, entertainment, and retail uses, as the buildings and surrounding environment are conducive to these uses. Similar yet unique features in the surrounding Main Street Corridor also encourage these types of uses. While this Plan and the City Zoning Code allow for these uses outside of Main Street, an attempt to focus these uses in the Main Street Corridor is a main objective of this Plan.



### Existing Office, Service and Government Uses 2010



More than any other uses, office, service, and government uses occupy the largest number of structures listed on the National Register of Historic Places. Focused along 2<sup>nd</sup> Street west of Madison Avenue and along 1<sup>st</sup> Avenue, these uses are essential to creating a functional district. Many of the smaller structures in the aforementioned area lend themselves well to attorneys, with the Yuma County Courthouse directly to the west of the Plan boundary area. With the planned occupation of a federal courthouse at the northern terminus of 1<sup>st</sup> Avenue, shown on the map above, this trend is sure to increase. This Plan proposes to promote these uses anywhere in the Peripheral Support Corridor, and above or below the ground floor in the Main Street Corridor.



## Existing Public Parking and Vacant Land and Buildings 2010



As shown on this map, a considerable amount of land in the Plan boundary area is either vacant land or buildings. This, coupled with the large amount of public parking, can give a negative perception of the North End. The entire block found just north of Giss Parkway between Maiden Lane and Gila Street contains only vacant land and buildings. This block is vital to redevelopment as it is highly visible to the busiest street in the area and contains a prominent historic landmark in the area. The proposed incentives are important to the redevelopment of the area, as rehabilitation of historic structures can be two to three times the cost of new construction. These historic structures offer unique settings for nearly any use, and are vital to maintaining the character of the district. A number of vacant lots in the area also represent great sites for development within the Plan boundary area.

In an effort to provide a contextual basis for the policy recommendations set forth later in this document, selected policy plans of the past, which are relevant, will be considered for this effort. The 2020 Vision Plan for downtown Yuma, The Main Street Historic District Design Guidelines, The Riverfront Redevelopment Master Plan, and the City of Yuma 2002 General Plan were reviewed and considered in preparation of this revitalization Plan. These historical documents all pertain to the planning process necessary to compile and propose recommendations that relate to the Main Street and Peripheral Support Corridors, and subsequently the future of the North End.

## *Section 2.02 Financial Sustainability of the Planning Area*

### **(a) Environmental Factors Affecting Small Business**

There is a combination of many unique elements within the Historic North End negatively affecting business development. After analyzing these elements, many of them have a direct relation on one another. These elements which are evident in the district tend to be factors prohibitive to business growth and development.

While the cost per square foot of rental space in the North End is similar to other areas around Yuma, traffic passing through the district is significantly less than the amount of traffic seen in competing areas. A typical commercial space in the Corridor Area is visible to a few thousand vehicles per day. A competing commercial space located on an arterial roadway beyond the boundaries of the North End in Yuma, offering the same amount of space at a nearly identical price per square foot, is visible to an average of 20 to 30 thousand vehicles per day. These types of commercial developments are frequently attached or very close to a destination business.

A destination business is a consumer's primary reason for travel, usually either for a large scale retail or entertainment use. If an identifiable "name brand", yet scaled specialized business located in the area, the result would most likely be an overall increase in trips to the North End. This type of development can be seen around Yuma in the typical strip mall, where smaller businesses will attach themselves to the larger store, effectively using influx of visitors drawn by the destination business to feed their own business.

This same idea could be used in the North End if a large destination business would locate in the area. Because the establishment of specialized business in the area will prevent competition with the already existing malls in Yuma, the development would be best suited for a larger, still specialized business not currently available in Yuma, such as an artificial climbing gym or indoor ice skating rink. There is also evidence of destination businesses' causing the collapse of adjacent, smaller business locally when the destination business

vacated the development and the smaller businesses are indirectly forced to vacate due to their lack of drawing power as stand alone businesses.

Another issue affecting retail development in the North End is the size of rental spaces available. The North End, particularly Main Street, has transformed from the retail center of Yuma, to a specialized local business district. Items and services found within the Corridor Area cannot be found in other areas around Yuma, such as specialty gift retailers, date sales, and services such as Segway tours. These specialized businesses typically do not need a 10,000 square foot space and are more appropriate in an area of less than 5,000 square feet. In response to the transformed market, larger buildings that cannot attract a single tenant may need to divide the large commercial establishment into more marketable, smaller rental units.

An example of the difficulty a large single tenant building can have trying to attract a tenant is the 19,000 square foot structure located at 354 S. Main Street. This structure, which has been vacant for more than a decade, offers three times the amount of floor area when compared to one of the larger service businesses within the North End. The floor area ratio when compared to one of ten fully occupied suites within a retail development on Main Street increases to nearly 40:1. This alludes to the need for smaller spaces as opposed to a few large spaces.

The poor nexus between the original designs of buildings to current demand also relates to multi-story buildings. Of the 43 buildings found on Main Street in the project boundary area, 18 of them contain second stories. Many of the second stories sit vacant, becoming unattractive to look at and further hampering development. Depending on the use contained in the ground floor, these multiple story buildings could house offices, or become exclusive and distinct downtown residences. The effective utilization of second floor residential development could be beneficial in many different facets of redevelopment such as 24/7 consumers in the district, as well as the creation of a specialized housing market not available elsewhere in the city of Yuma. Demolition of select non-contributing buildings could also present opportunities for the development of a multi-story building.

In an effort to create new specialized markets in the North End, the established movie theater in the district could present an alternative to the standard box office prime releases on their 8 screens. Film markets such as “second showings” and classic movie centers, target a specialized niche of consumers currently not fulfilled in Yuma. These are all possibilities to reduce competition with the existing movie theater in the Yuma Palms Regional Shopping Center which contains 14 screens and has the luxury of being surrounded by an outdoor mall.

Cornering a particular market, also known as specializing in a niche, presents the opportunity for people to shop for a certain product or service at many different businesses all located in one area. Of the three niches identified within the Corridor Area; tourism, historic significance, and arts and entertainment, none of them have been capitalized upon to the point that people are consistently drawn to them in the North End. The existing businesses have not succeeded in creating a strong enough niche in order to accomplish significant business growth of the identified niches within the area.

To that end, the businesses in the North End have not communicated well with each other on many different levels. The business type with the largest number in the district, outside of restaurants, is antique stores. Currently there are five antique stores on Main Street, but they do not market themselves together as an antique retail center, in an attempt to bring people into the area because of the availability of antiques. Other industries with multiple numbers of businesses in the North End, such as restaurants and bars, also fail to market themselves together, losing customers through their isolated marketing technique.

Businesses within the North End do not capitalize on marketing themselves through other associated businesses in the district either. An example would be “a night out on the town”, in which the restaurants, the movie theater, and bars could create a marketing plan that promotes to a wider audience. A lack of communication has effectively isolated these businesses from potential networking opportunities surrounding them.

To add to the lack of communication, the relative locations of the businesses to each other only helps conceal themselves. Without prior knowledge of the area, one would not know that there are six restaurants operating in the Corridor Area, as they are not all located in one pedestrian visible area. The idea of going downtown to have dinner is not visualized, only the idea of a particular restaurant. The built environment surrounding the restaurant gives the perception of the use in isolation, and does not give evidence of other restaurants in close proximity. This can also be found with the other industries in the area that have more than one business operating in them.

While the proximity and location of related businesses relative to one another does not make them evident, the promotion of walkability within the Corridor Area indirectly assists them. The North End is very pedestrian friendly. All of the streets within the area contain well maintained sidewalks, narrower in the less traveled office area and wider among the retail areas. On-street parking and raised crosswalks help calm traffic. Main Street features covered walkways on both sides of the street for most of its length. In addition to this, numerous planters, public art and fountains add to the ambiance. The establishment of a walkable district has been accomplished, yet improvement will be required in the less developed areas of the Peripheral Support Corridor. As the popularity of the

North End increases, creation of a Business Improvement District may be viable option for the equitable promotion and maintenance of the Corridor Areas.

The physical relationship of businesses within a niche market to one another can be very important in attracting people to the area. A niche becomes more marketable in a walkable setting when multiple businesses offer variations on a particular good or service. There is a heavy concentration of restaurants and bars within the North End compared to elsewhere in the city, but factors such as vacant buildings can effectively separate these businesses by breaking the continuity of the area.

The decline of the North End's popularity in the 1960's and 1970's led the public to view the North End as a dirty and dangerous place. The downturn led to many vacant structures as well as industrial and questionable uses which fueled these perceptions. Redevelopment projects beginning in the 1990's began to battle these perceptions, and the North End is becoming a destination for the public once again.

The public's perception of the North End tends to hamper current business and future development as well. Many people view the North End as a dirty or dangerous place. Still, there are a number vacant buildings and buildings that are not very well maintained. In general, these un-maintained buildings act as a deterrent, and make business development difficult for prospective and current property owners.

This is particularly true on Main Street where large storefront windows dominate the streetscape and vacant or deteriorated storefronts have a heavy visual impact. The public's perception of the North End as an unsafe place is not only fueled by the amount of vacant structures and longevity of those vacancies, but also by informal special needs housing uses anchored on the north and south ends of Main Street, the prime thoroughfare. The development of vacant and underutilized structures, as well as preservation and enhancement of storefront windows would lead to uses more compatible with the existing buildings, and is essential to gaining a positive public perception.

A combination of the factors leading to the difficult economic situation in the North End makes the redevelopment of vacant and deteriorated structures even more difficult. It has been estimated that the rehabilitation of some of the historic structures could cost upwards of three to five times the cost of new construction of comparable size. These structures can have a variety of costly building safety issues, including the need for structural rehabilitation and fire sprinklers. These structural upgrades compound the difficulty of reuse and redevelopment of existing buildings.

In the last 10 years, the City of Yuma has invested tens of millions of dollars in improvements within the North End. This includes the construction of a 150,000

square foot City Hall, new utility lines along several streets, and the redevelopment of Main Street. In the 1970's, one block of Main Street was developed into a pedestrian mall, eliminating vehicular traffic. In 2006 the City of Yuma began the process to restore vehicle traffic to Main Street and installed a new street with many pedestrian amenities and utility lines to all of the buildings. Funding came both locally and federally, ultimately costing 3.5 million dollars.

Throughout the fall, winter, and spring the North End flourishes with outdoor activities and events. Yuma Heritage Festivals, in addition to other event organizers, utilize the historic ambiance of the North End for the promotion of events which attract thousands of visitors into the Historic District. The success of these events could be further exploited with the expansion of the established niches in the area, particularly the arts and entertainment niche. A concerted effort from business owners to remain open during all festivals, even if one particular festival does not attract a typical demographic, could help to increase and stabilize the amount of people drawn into the Historic District.

Currently there is a small residential component in the Corridor Area. In total there are 18 residential properties, six of which are low-income housing and two historic hotels operating as special needs housing. The remainder of the housing stock is a mix of converted hotels and single family residences dispersed throughout the district.

Due to the small, sporadic residential use of land within the North End, current businesses within the Corridor Area cannot be reliant on a direct local customer base. The small grouping of residential use also deters support businesses such as drug stores and grocery stores, which would be used by office workers and visitors to the area if existing. A larger residential housing market within the Corridor Area is needed to help sustain existing business as well as support the location of new business and is essential to creating a vibrant living, shopping, working environment.

There are a multitude of factors affecting small business in the North End. Better communication between existing businesses, especially those within the same niche, will help to promote specialized industries found in the Corridor Area. Concentration on promoting existing niches and attracting new, compatible niches will ensure that the Corridor Area is not competing with other shopping areas in Yuma. The attraction of more people into the Corridor Area, through capitalizing on these niche markets, will begin to make the redevelopment of vacant and underutilized structures more feasible. With the implementation of the Historic North End Corridor Plan, new development and redevelopment will make the North End a viable, functioning center.

## **(b) Capitalizing on Niche Marketing for Downtown Revitalization**

Commercial, retail, and residential markets are highly competitive; as such, it is advantageous for an investor to capitalize on specialized markets that have organically developed in an area. These specialized markets, also known as niches, concentrate on specific elements within three categories: groups of customers, goods and services, and environment.

Niche marketing is a simplified redevelopment strategy in which specialized markets are identified in order to provide focus for redevelopment efforts. The more niches an area capitalizes on, the more reasons it provides for people to visit and the greater likelihood that their trips will be multi-purpose. Three niches have been identified within the North End: tourism, historic prominence, and arts and entertainment. These three niches will be the marketing focus of initial redevelopment efforts. Once the established niches have created a strong foundation within the North End, the expansion for new niches will be more attainable.

### **(i) Tourism**

Tourism thrives in the North End during the seasonably warm winter months. Seasonal shop owners reopen their shops during this time, day and evening events occur along Main Street, and the area becomes vibrant at times. When the temperatures begin to heat up, the majority of small specialty stores close, the events dwindle, and once again the North End waits for the return of cooler weather and its loyal winter guests.

Due to the desert climate, tourism does not thrive in the North End during the warm summer months. This trend causes many businesses whose primary consumers are seasonal winter tourists to close or limit their hours during this time. The seasonal closure of a few businesses, mainly along Main Street, leads to fewer consumers in the Corridor Area. As the characteristic storefronts found along Main Street are one of its most visible and prominent elements, vacant and closed storefronts have a large negative impact on the retail nature of this area.

Due to the massive reduction in population from the winter to the summer, one may think there would be a large reduction in traffic passing through the area, but this is not the case. Traffic counts show that over a thousand less vehicles travel directly by the North End on Interstate 8 during February (12,123) compared to July (13,683) on average. This shows the difficulty the North End has in luring year round tourists is a lack of attractions and events during the summer combined with the absence of attractive signage from the surrounding heavily traveled thoroughfares.

While the North End successfully capitalizes on the winter visitors, it needs to attract tourists from local markets and off season tourists to sustain vibrancy year

round. Due to a lack of signage acknowledging the North End, there is a general lack of knowledge about what is contained within the North End by people passing by. Signage advertising the different historic districts placed at locations with heavy traffic, such as along the Interstate and gateway routes into the city, is currently being devised by the Yuma Crossing National Heritage Area. Further work on this issue could include murals or other forms of historic graphics to attract attention from passing motorists.

Excessive summer temperatures also make the outdoor element associated with pedestrian friendliness complicated. Outdoor heat extremes appear to be a large detractor for patrons, but the 490,000 square foot commercial development, the Yuma Palms Regional Center, is an outdoor mall with the same feature. Like a typical mall, it is open year round. Buildings within the Yuma Palms are much more spread out compared to the North End, making walking even less attractive, but the relationship of stores with related services and goods to one another is much closer. Features such as misters and ceiling fans could be located under the existing walkway canopies on Main Street to mitigate the heat deterrent in summer.

Another method for attracting people into the North End during the summer would be to host events after the sun goes down. The massive influx of visitors during the winter, approximately 100,000 temporary residents, makes winter events easier to host. The retired winter visitors have more time to attend events due to their lifestyle. Hosting events at night in the summer which are aimed towards the local demographics would help to invigorate the North End during the normally "slow season".

The winter events in the North End market themselves to both the winter visitors and locals, but summer tourism may need to focus primarily on local tourism. To promote diversity, the events could market themselves towards groups of people that do not customarily visit the North End. Keeping events scheduled throughout the summer would keep a steady stream of people coming to the Corridor Area, possibly halting the seasonal shop closure.

A large part of the North End's successes can be attributed to our winter tourists. The Corridor Area should continue to capitalize on this niche, while building upon it to capitalize on summer tourism. Attracting people passing through Yuma on Interstate 8, as well as the local consumers is essential to making the district functional and vibrant year round.

**(ii) Historic Prominence**

The historic prominence niche found in the North End will focus on the redevelopment of the existing historic structures but will ensure that there is a place for new, non-intrusive development. A sincere effort must be made towards saving the integrity of the historic districts' structures and landmarks in

order to keep this quality marketable. Too many lost or altered structures, as well as intrusive development could severely damage the historic marketing capability.

The dense historic development in the North End combined with its great walkability and eclectic architecture offers a very unique physical environment. This environment has not yet been capitalized on, as is evident by the amount of vacant historic structures, but offers attractive qualities to both business owners and consumers. The redevelopment of vacant structures before deferred maintenance becomes unfeasible is essential to saving the historic prominence of the North End.

While historically this was the business center of Yuma, the historic marketplace once found here has been transformed. No longer are department stores and traditional stand alone grocery stores located within the Corridor Area. These developments are found elsewhere in the community closer to residential centers and within the Yuma Palms Regional Shopping Center. Larger buildings within the North End, such as the building which once housed JCPenny, would be viable for redevelopment if divided up for multiple tenants. The dense retail development created by placing multiple tenants into one building also helps to promote the walkability of the Corridor Area.

The North End was historically the transportation hub of the City. With the development of the Interstate system, a new hotel district has formed to the south of the North End, leaving two large hotels, and a smaller boutique hotel underutilized. While the Corridor Area is not in need of more hotel space, it is in need of residential development to help support the current and future niche markets. These hotels provide an excellent opportunity for adaptive reuse, and mixed use projects would be most advantageous for the North End and to support the adjacent redevelopment of the Riverfront.

The historical significance of the North End is also a great incubator for the remaining development of the other two identified niches. It provides for a truly unique environment with authentic roots in the history of Yuma. This is a value to be initially exploited in redevelopment efforts, as the distinct features of historic people and places are only visible in the North End.

### ***(iii) Arts and Entertainment***

In large part, the arts and entertainment venue in the North End is contained in a one block area on Main Street between 2<sup>nd</sup> and 3<sup>rd</sup> Streets. This block is home to the Yuma Art Center, Historic Yuma Theatre, three restaurants with secondary use bars, one stand-alone restaurant, three primary use bars, and various retail shops. This block of Main Street also frequently hosts special events such as the Tuesday Farmers Market, from November to March, and Yuma Lettuce Days, an annual event in January.

There are additional art and entertainment venues within the Corridor Area, such as the Arizona Historical Society's Sanguinetti House Museum, a movie theater, and a few other eating and drinking establishments. The existing uses mentioned are not connected by other development, or through marketing or signage, and do not contribute to an arts and entertainment center image as currently marketed. These two elements inhibit the growth of the arts and entertainment niche within the Corridor Areas.

To help develop the established arts and entertainment niche, combined marketing efforts between businesses within the same or similar niches should be occurring. Making people aware of all the available options within a certain niche gives them more reasons to visit the North End. The awareness would also bring people already visiting the area to shops and venues they were not aware of, and increase time spent in the North End.

Another method for building upon the arts and entertainment niche is the development of an artists' live/work program. This type of program would be unique in the area, and would attract people to view creative work that is being done locally. In return, the program would be provided a unique, one-of-a-kind setting. Additionally, the lofts would break the barrier of large scale housing in the district.

The continued development of the arts and entertainment niche could be accomplished by providing more options within the niche. Increasing the amount of businesses already existing in this niche would help to expand the niche. Venturing into new areas within the niche such as artists lofts could also be used to expand and diversify the niche. Yuma's North End provides a density and environment conducive to the arts and entertainment industries, and further development of this niche will assist in the redevelopment of a successful district.

The further development of the existing niches provides a framework to guide development and redevelopment in the short term. As these niches become further developed, new niches will have the chance to emerge. We may find that new niches directly relate to existing niches, or respond to an entirely new set of needs within the Corridor Area. Building upon the North End's strongest features is a starting point to the creation of new niches. These two strategies will in time make the North End marketable to a larger, more diverse audience which in turn will foster a successful and lively Historic North End.

**(c) Residential Component in Downtown Revitalization**

Development of attractive housing within the Historic North End is a key component to creating a successful, self-sustaining district. Historically, the North End was the business center of a bustling transportation town that offered both permanent and temporary housing. As Yuma's population grew and began

expanding out of the North End, the district transformed into a business and service district, leaving few options for housing. With the continued spread of residential options further away from the city center, commercial and service sectors which were once located in the North End followed the outward growth, rendering the district nearly obsolete.

In recent years, the irresponsibility of unrestrained outward growth from America's city centers has been realized in a broad spectrum of both American and global problems ranging from increased drive times to the world wide economic recession. Yuma has contributed to these problems with its residential abandonment of its city's center and relatively large amount of Greenfield development. In recent years the use of Smart Growth principles such as mixed-use development and restoration of the town center to combat these issues has been realized, and the North End offers a built environment in which to house smart growth development.

Most of the candidates for mixed use development in the North End are found along Main Street. This three block stretch of zero lot line buildings has 18 multi-story buildings, 14 of which could currently support mixed use projects with residences above the ground floor. The total area of possible residential development above the ground floor is nearly 66,000 square feet along Main Street. While Main Street offers the most options for mixed use development, other buildings and vacant land within the North End also have mixed use potential.

Surprisingly, many of the vacant properties within the North End are also some of the most visible to passing traffic. Two of the most visible lots in the district, on the northwest and northeast corners of Giss Parkway and Gila Street, have sat as vacant parcels for many years. These two parcels, which measure 20,000 square feet and 39,000 square feet respectively, have an average of 11,350 vehicles pass by them every day. This makes them ideal candidates for mixed-use development, as the ground floor commercial would be visible to a high volume of traffic, and would also be supported by the residents of the building and office workers in the area. The residents of the building would be able to enjoy a close proximity to a main city thoroughfare and Interstate on and off ramps, as well as all the amenities of the North End.

Expansion of the arts and entertainment niche is one strategy for attracting residential development. The environment found in downtowns tends to attract arts and artists, and the North End currently has an arts and entertainment niche, anchored by an art center with four visual art galleries. The creation of artists' lofts would help to strengthen the already existing niche, and would draw more related businesses into the area. Artists' lofts also provide an opportunity for mixed use development, which might be the key to a successful large development in the North End. Commercial development on the ground floor of

a building, such as an art supply store, would be supported by the customers living directly above as well as the general public.

Multiple buildings exist in the North End which have the potential to house artists' lofts. Depending on the scale of the program, a two story building such as the Lee Hotel at 390 South Main Street could support a small program. This building contains approximately 8,500 square feet of space on the ground floor which currently serves as the lobby, office, and storage. The second floor contains 8,900 square feet of hotel rooms. Whether the artists' studios existed inside or outside of the living spaces would most likely dictate whether ground floor uses could expand into commercial adventures such as art supplies or a coffee shop, or whether it was the artists' studios.

Another possibility for artists' lofts is the much larger three story Hotel Del Sol at 300 S. Gila Street. Due to the size of this building, with 11,100 square feet available on the ground floor and 17,300 square feet on the two floors above, it has the ability to house a much larger program. Depending on the needs of the program, the ground floor could be fully redeveloped for commercial purposes, or be divided to accommodate work and commercial space. The prominence of the building compared to its surrounding environment coupled with the distinct Spanish Revival style it was designed as and prior use make it an attractive option when evaluating different sites for artists live/work spaces.

There are many variations of retail and services that could be combined in conjunction with residential development to make a successful mixed use development within the North End. Due to a lack of commercial development selling essential items in the area, such as groceries and other household items, a logical combination of uses would include the sale of these items on the ground floor with housing above. This type of development would be new to Yuma, and would be attractive to those who appreciate the convenience of a reduced drive time for items which are bought frequently.

In other communities, housing within the dense downtown area is very desirable, especially among young professionals. This age group typically enjoys nightlife and entertainment opportunities, and appreciates a close proximity to work and daily necessities. The North End contains a fair amount of entertainment and nightlife opportunities and is also close to business districts where many people work. The only feature the North End is missing is stores containing the essential, everyday items, which could be developed in conjunction with housing.

A store selling the essential items would also benefit from the office workers in the area as well. There is a very limited choice of options in which to purchase small items needed throughout the day in the North End. The large number of law offices, combined with the County Courthouse, City offices, and proposed Federal Courthouse provides a fair amount of consumers in the district during the day. While office workers would not be the main customer base for a store of

this type, they would provide business during the day when most residents are gone.

Another mixed use opportunity the North End could capitalize on is the development of student housing. Two historic hotels found in the district, the Hotel del Sol and Hotel San Carlos, would be ideal for housing students, as well as classrooms, a gym, or other amenities. Slightly modifying the previously mentioned artists' live/work spaces presents another opportunity for the Hotel Del Sol. Student housing could occupy the 17,300 square feet of space located above the ground floor, while the ground floor itself could be used for any number of uses. Depending on the program the students were involved in, and the needs of the school, the ground floor could function as classrooms or other amenities for open use by the public as well, such as a gym or market.

The Hotel San Carlos offers a much greater amount of floor area, with 7,700 square feet available on the ground floor and 26,000 square feet on the four floors above it. This building presents a different situation in which there is a much larger ratio of area being used by housing as available ground floor area. This would present different opportunities to the potential developer of the building.

In response to the new group of people in the North End, the creation of businesses catering to student needs would help to diversify business in the district. The diversification of the market would make the North End appealing to a wider group of people, bringing more people into the district for a variety of reasons.

Housing in the North End has the direct benefits associated with people living in the area, but will also help to dispel the negative identity some have associated with it. This negative identity stems from physical factors such as vacant and dilapidated buildings, as well as the perception of crime. Successful residential development will help to change the physical setting by putting more consumers and activity in the Corridor Area. It will also assist with the reinvestment into vacant and dilapidated buildings. The residents will help to rid the perception of crime through a heightened awareness of activity within the area gained through people creating a safe environment in which they live.

No single type of housing can serve the varied wants and needs of people in this community. With that, there are a number of built and vacant sites within the North End with the potential to accommodate the wide range of interests found in Yuma. These housing options act as an interdependent part of the North End as a whole. As housing options increase within the North End, the diversification and enhancement of the types and selection of goods, services and entertainment options will follow to suit the residents' needs. In turn this will help to make the Corridor Area attractive to an increasing amount of people, both residents of and outside the Corridor Area.

As ideas about land use and development progress, our society has begun to see the lack of responsibility associated with abandoning our city centers. The Historic North End was a victim of both residential and commercial abandonment due to the once popular idea of outward growth. Moving Yuma towards a more responsible future through the creation of a wide range housing opportunities within the Historic North End is in the best interest of not only the district, but the city as a whole.

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# Corridor Planning Process

## **Article III: Corridor Planning Process**

### **Section 3.01 Organization of the Planning Process**

The Historic North End Corridor Plan: A Main Street Renewal Project was intended to be a public planning process, which involved area business owners, property owners, residents, institutions, and stakeholder organizations. The process was a culmination of 12 months of Corridor Plan Advisory Panel organization and meetings. This work-group was composed of 19 citizen representatives from different segments and background representations of the Corridor Area. The Panel was self appointed by the larger Corridor Area group. NFPD, Inc, the hired consultant group (economic technical support), as well as the Yuma Heritage Area, City Parks and Recreation Department and Historic Preservation and Architectural Design Team provided staff support for the advisory panel.

#### *(a) Community Process and Outreach*

The Plan is centered on community outreach efforts. The community engagement process assisted in the gathering of community shared values. This engagement process of communication updates, scheduled public meetings and monthly advisory panel meetings lead the revitalization project to fruition.

#### Plan Advisory Group Composition

- **Composed of Representative (s) of:**
  - Yuma Convention and Visitors Bureau (1)
  - Main Street Merchant Association (1)
  - Yuma County Board of Supervisors (1)
  - Arizona Historical Society (1)
  - NAU Yuma/ AWC Representative (2)
  - Business Owner (2)/Property Owners (2)
  - Residents (2)
  - City Staff Parks and Recreation Department
  - City Staff Community Development
  - Yuma Heritage Area
  - Greater Yuma Economic Development Corporation

#### **Community Engagement Process**

Initial community outreach occurred at an open house on September 30, 2009. The open house was well attended by several segments of the population within the Corridor Areas, including; residents, business owners, merchants, property owners, and elected officials. The follow-up series of public meetings presented the final draft plan before finalization and implementation efforts began. The goal of the community engagement effort was to elicit responses from a wide audience of stakeholders about the Corridor Area's unique characteristics and how the revitalization efforts could best be directed.

Community responses are summarized below:

**North End's greatest strengths:**

- Historical Structures and Corridor Heritage
- Location/proximity to the Colorado River and Wetlands Park amenities.
- Diversity of retail and restaurants in centralized area
- Walkability
- Human scale feel to built environment
- Art and culture amenities

**North End's greatest weaknesses:**

- Promotion of the North End
- Parking
- Vacant buildings and worn down facades
- Lack of centralized identity to downtown area
- Lack of activities and awareness of amenities for year-round residents.
- No everyday stores/attractive stores for residents
- No attractive entertainment/ restaurants for residents
- No residential housing downtown for younger generation

**How to improve the North End (within corridor area boundaries):**

- More night life
- More specialty and convenience retail
- Greater leisure daytime opportunities
- Greater Arts and Culture
- Fix facades on Main Street
- Keep eclectic nature and add to it
- Improved access to Main Street businesses from parking lots
- Improved pedestrian connections from the Support Corridor to the Main Street Corridor
- Improved coordination of parking
- Improve perceived safety of the North End
- Improve lighting of alleyways, pass-through, and parking areas.
- Improved/greater signage and information in general.

As the community engagement process proceeded, factors were revised, which impacted the planning process and the end product of the *Historic North End Yuma Corridor Plan: A Main Street Renewal Project*.

In the initial phases of the Plan, information was gathered, and planning and policy issues of the Corridor Area were identified. Through this identification process Staff noted the "*Issues to mediate through the planning process*". These "Issues" were the main focus of the advisory panel and how their insight could address these issues to identify solutions for proposal in the plan. The issues were further refined upon the Panel reviewing all demographic data, an existing conditions analysis, and their experiences in the Corridor Area.

***Issues for the Main Street Corridor***

- Corridor Identity
- Aesthetics
- Historic Preservation
- Neighbor Issues
- Land Use
- Public Use Facilities

### ***Issues for the Peripheral Support Corridor***

- Corridor Identity
- Aesthetics
- Historic Preservation
- Economic Viability
- Safety Issues

### ***Section 3.02 Issues to mediate through the planning process***

A general description of the primary issues that require mediation is written below. These issues need resolution for any revitalization of substance to occur. Subsequent articles of this plan will provide guidance for how these issues may be partially or fully mitigated.

#### **Corridor Identity (Place-making)**

Throughout the planning process, participants discussed how the Main Street and surrounding streets lacked a special identity, or “sense of place”. Rather than having a semblance of place or positive image of activity or life, the corridor was generically described as ‘downtown’, ‘Old Town’, or ‘historic district’. The identity as focused on by the Advisory Panel was to be descriptive and convey a positive image that was easily marketed in various public and private sectors. It is a primary objective of this Plan to create distinct identities for the Main Street Corridor and the Peripheral Corridor, making the area a destination hot spot rather than a pass through area. The Main Street Corridor and Peripheral Corridor edges shall merge smoothly into each other. The transition between the two shall be seamless. The two corridor areas shall support the image and uses of the other, thereby creating a more distinctive Place image. As the Advisory Panel’s role emerged and further concerns and solutions for the area were discussed; the Panel agreed on a single marketing naming convention for the Corridor Area and the Riverfront Development Area, *The Historic North End*. This naming convention was deemed realistic for acceptance by the public, and would not be perceived as obscure to locals or tourists.

#### **Aesthetics**

The appearance of the corridor areas is a critical issue for the community. Advisory Panel members and the public at large noted that when properties become vacant, blighted, or appear ‘out of place’, they detract from the whole image of the Corridor Area. Main Street individuality should not be threatened by unthoughtful infill development; however infill development and blight removal will be essential for revitalization to occur.

Future aesthetics was a point of great contemplation and consternation throughout the planning process. The following topics were considerably discussed:

- The various elements of the physical city, and how the elements fit and work together.
- How does the City tie important landmarks and points of interest/attraction together?
- New construction should relate to elements already in place and honor the historical significance of the geographical area and people.
- Residential element should be expanded, and existing neighborhoods should function and be designed to fit into the overall community.
- Government should be an asset to the community, and should reduce the adversarial image portrayed in past. The processes should work effectively to achieve these aesthetic goals.

### **Historic Preservation**

Maintaining and enhancing the Main Street's historic development pattern is a priority in the Corridor. Supporting the historic integrity of landmarks existing within the Peripheral Corridor is of utter significance to the success the City will have in assisting in the creation of the place making of the 'Historic North End'. Area property owners and residents favor businesses that contribute to the historic development character of the Corridors. This involves not only protecting existing structures and or renovation of existing buildings, but also ensuring that when new structures are developed they are of compatible construction, which reinforces the urban fabric and eclectic restaurant/retail mix.

### **Neighbor Issues**

Although the initial focus of the Historic Yuma Corridor Plan was on the revitalization of Main Street, it became evident that an examination of the adjacent residential, commercial, office, and government uses was also necessary. Main Street stakeholders (property owners, business owners, residents, employers, employees, etc...) consider the diversity within the residential, commercial, office and government realm found in many Main Street neighborhoods to be an important asset. The stakeholders and Advisory Panel want to ensure that commercial and residential development and redevelopment activities continue to support that environment and the vision for the Corridor Area's future.

### **Land Use**

A combination of commercial (specialty retail, entertainment, night-life) and mixed-use development is envisioned for the future of the Main Street Corridor; with service, residential and support specialty retail uses in the Peripheral Corridor. The mixed-use land use designation concentrates uses in a manner that enables high-density residential, specialty retail, entertainment and office uses to be integrated into a compact pedestrian scaled pattern. Though the two corridor areas were designed in this fashion, using premise of functionality in the early 19<sup>th</sup> century; the present function of the Corridor is poor in uses and vitality. Mixed-use areas that possess concentrated but diverse activities and uses, landmark architecture, historical significance in place and people, and an inviting system of plazas, street design, and open spaces will:

- Shape identifiable centers of activity and provide a focus for the community
- Utilize land and infrastructure more efficiently
- Improve property values beyond conventional development
- Improve overall livability.
- Improve overall economic vitality

In residential areas and residential development, the issue of protecting housing stock and buffering between commercial uses and residential uses is of particular concern. Even with the limited adjacent commercial- residential development that exists issues of noise mitigation and defining “good neighbor” behavior are consistently reoccurring. Resolution of this issue will need further discussion by local residents and business owners.

### **Public Use Facilities**

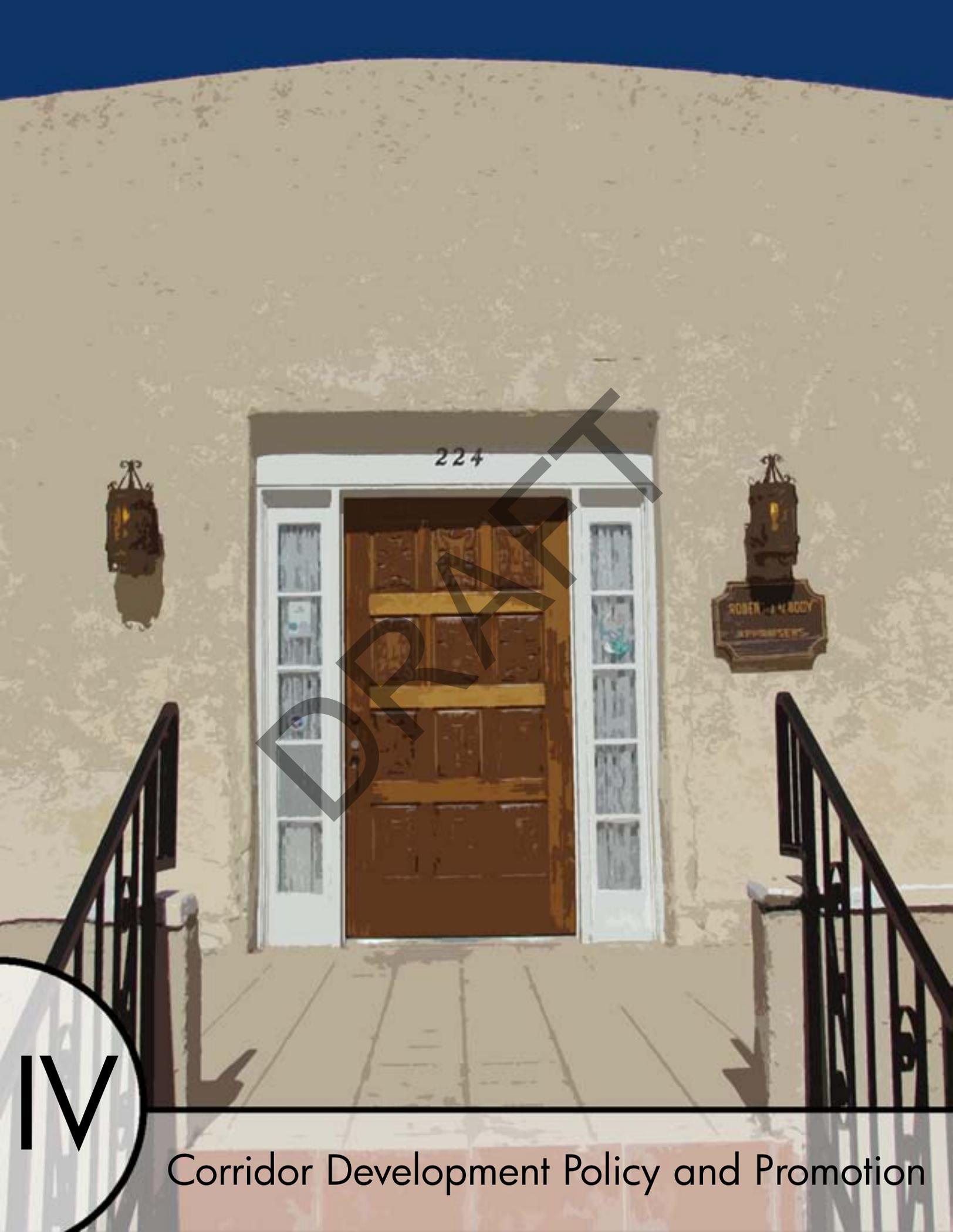
Providing open public spaces that are well maintained and attractive was a mutual goal among stakeholders. Public use facilities are of great benefit to the community; from those who are employed in the area to use on a break or lunch, for those who reside in the area for sense of security and walk ability, and for the property and business owners, who may reap the reward of increased land/business value with the benefit of surrounding public space.

### **Economic Viability**

The economics of the area is of great concern to all. With the improved investment in the community by public and private entities, the overall economy of scale will improve. The proposed economic incentives plan, as proposed in Article V, outlines a means to address the economic viability of the Corridor Areas.

### **Safety Issues**

Personal safety was proposed by some as a point of concern and a deterrent to past redevelopment efforts. Safety has increased and actual incidents of violence, theft, and/or vandalism have decreased in the past 5 years. Police patrols and controls have improved in the area in recent years, and the perception of personal safety will improve with increased activity and patronage in the Corridors. Personal safety is a subjective matter, which have only been measured in reported police incidents.



# IV

## Corridor Development Policy and Promotion

## **Article IV: Corridor Development Policy and Promotion**

### **Section 4.01      *Creating a “Sense of Place”, an Identity for the Corridor Area***

The “issues” identified in the preceding article, Article III, and the three niche marketing techniques, Article II, are the basis for the subsequent corridor development policy. The purpose is to create a policy which can be implemented with the cooperation of stakeholders and achieves the vision of creating a unique “sense of place”. The issues of greatest focus are *Corridor Land Uses, Historic Preservation, and Aesthetics*. Each place-making issue and appropriate marketing technique will be discussed in the following chapter.

In recent years, various projects have addressed the redevelopment of the North End into an attractive, successful district again. Restoration of the Colorado River and expansion of Gateway Park have contributed to the North End, thereby creating a distinct destination.

In addition to projects of the physical nature, past revitalization policy has also been created. The North End Redevelopment Area Improvement Plan, commonly referred to as NERA, adopted by City Council in July of 1983 (R2318), and Resolution 2004-01, adopted in January 2004, which designated a single Central Business District, have stood as the documents providing guidance for redevelopment in the North End since. The Historic North End Corridor Plan is a culmination of past projects and plans, and new proposals based on present observations and input from the community.

This plan provides policy suggestions for redevelopment of the North End within its existing historic framework. Building upon the principles of classic, high density, mixed-use development is both a modern approach to redevelopment as well as one that speaks to the historic use of the North End.

Concentrated development within the three identified niches, identified in Article II, will help the North End create its own sense of place. The three niches which have been identified to currently exist in the district are tourism, historic prominence, and arts and entertainment.

The type of tourism which attracts people to Yuma in today’s context has not always been popular in the area, but providing accommodations to traveling persons for various reasons has been common from the founding this historic area. Yuma was founded on the transportation industry; beginning with small-scale river crossing, then steamboat landings, and eventually national rail transport, and thus has attracted vast amounts of diverse travelers.

As the tourism industry progressed, attention briefly turned to the utilization of Yuma for quick marriages. This brief but entertaining trend develops another interesting layer to the tourism niche found in Yuma. The most recent tourism

trend in the area, which doubles the population of Yuma for a portion of the year, involves the migration of retirees from the Northern states and Canada to enjoy the warm winter months.

Prior to the most recent tourism trend, the North End housed the area's temporary tourists. While the North End capitalizes on today's tourism through specialized retail shops and regular outdoor and indoor events, further evolution of this niche is important to the North End. Whether the area becomes a specialized market of boutique historic hotels for alluring tourists from the Interstate, or some other form of historic tourism, the historical destination marketing industry has become very popular across the Nation. The continued development of tourism in the Historic North End will add to the depth of identification associated with this niche market.

The proximity of buildings to one another and to the street, the eclectic mix of architectural styles, the use of historic building materials and methods combine to make a powerful historic environment in the North End. This historic environment found in the Corridor Area is one of the most prominent features of the North End. Continued support of historic preservation through a wide variety of channels is essential to maintaining this very important feature.

While the physical setting contributes very heavily to the historic nature of the Corridor Area, historic business types and practices also emanate this feeling. Many historic business types found in Yuma are still common in today's market and could include businesses such as corner markets and boutique hotels. Historic business practices tend to lean towards the locally owned, mom-and-pop shops and unique, specialty retailers.

The final niche which has been identified to exist in the North End is arts and entertainment. As with the previous two niches, this niche also has historic ties in the North End. From its earliest times, the North End was known as the place to go to unwind, as is evident from the disproportional amount of saloons compared to other businesses in an 1881 promotional note reported by the *Sentinel*, the local newspaper. Retail and office uses in 1881 included, one saddle and harness shop, one gunsmith, one boot and shoe shop, three physicians, five attorneys, and eleven saloons. Some of these saloons also operated in conjunction with music halls and brothels.

The number of bars and saloons to other types of business has since become more proportionate in Yuma, but many other types of entertainment were also found in the Historic North End. The Gandolfo Theatre, which was constructed in 1917 could seat 635 and served as a movie house and regularly presented vaudeville, stage plays, and musical comedies. During World War II, the theater served as a USO canteen. The North End has also been home to a number of other various entertainment venues over the years, such as the historic casino turned restaurant, Lute's Casino on Main Street.

Currently the North End is still home to many businesses in the arts and entertainment niche such as restaurants and bars, a movie theater, a museum, an art gallery, and a 640 seat historic theatre to name a few. Further capitalization of this historic niche through a variety of means, such as combined marketing techniques and similar business attractions to name a few, will strengthen this niche and help the North End create a name and identity for itself.

Through guided development concentrating on specific, successfully operating markets in the North End, niche marketing is an attempt to make the district more vibrant during the day and at night.

The Main Street Corridor is one of the City's most identifiable and important gateways and contains a majority of the City's most recognizable landmarks. In the past few decades modifications to the exterior facades of various historic structures have been modified in a manner that was not consistent to the original architectural design pattern. The recent development patterns in some instances have contributed significantly to the erosion of the North End's identity as a historical destination.

With the assistance of the Corridor Plan Advisory Panel and comments from the Public Open House, valuable input was gathered to renew and revitalize the place making and identity of the Main Street Corridor and The Peripheral Support Corridor. The Historic North End needs to reestablish its place as an important destination by local residents as well as foreign tourists. This reinvention involves recapturing the urban feel of the Corridor, which in turn will create a recognizable lively setting. Participants stressed the North End must maintain its eclectic nature and must not be suburbanized with chain and big-box stores.

#### *Main Street Corridor Identity*

The Corridor Advisory Panel discussed that having a singular or marketable identity is an issue to achieve successful revitalization. Existing concerns for the Main Street Corridor included neglect of routine maintenance for some properties, clashing architectural styles, and perception of safety in public areas. Property maintenance and realistic and enforceable urban design policies are important steps to recreating a positive identity.

#### *Peripheral Support Corridor Identity*

Residential and commercial uses are beginning to renaissance in the Peripheral Support Corridor. Long established restaurant and office uses are being built upon to expand the envisioned identity of a corridor which functions independently, as well as supports the primary retail, arts, and entertainment corridor of Main Street. A slow yet steady increase of residential uses is and will continue to assist in improving the quality of life and perceived crime rates that Panel members were concerned about. The sense of place is not only important to periodic visitors, but should be established and maintained for those who

choose to reside within the area. Panel suggestions included strategies of adaptive re-use of historic structures, quality infill development on vacant parcels, adequate, yet equitable code enforcement, and a revised system for code requirements and inspections within the corridor areas.

**THE POLICY STATEMENT:**

- Wherever possible, incentives shall be used to encourage superior quality development over quantity of development throughout the Corridor Areas.
- The historical integrity of the structure and or district shall always be maintained. No development that would compromise the Historical integrity of the area shall be tolerated.
- Removal of blight within the Corridor Areas shall be a joint effort between the local community and the public and private sectors.
- The public and private sectors along with residents will work together to insure that all new projects will be developed with the goal of maintaining and or strengthening the identity of the Main Street Corridor and the Peripheral Support Corridor.
- Design and placement of Historic North End identity elements, such as lamppost banners, or historic structure/district markers, shall be a joint effort between the community and the private sector.
- Key entry points into the Historic North End, where major cross streets intersect proposed nodes of mixed-use development, a special identity marker shall be installed. Inclusive to lamppost banners, public art pieces, or historical plaques highlighting a unique point/person in local history.
- A Business Improvement District shall be the spearheading organization for developing the “sense of place” of the North End.
- Gateway elements shall be strategically located and designed through a public/private partnership to create a sense of arrival to the North End. Although gateways may share a common element, a unique identity shall be portrayed in each specific to that crossroad/place.

## **Section 4.02 Corridor Land Uses**

Corridor land uses should encourage the creation of special buildings that have a distinctive image. A vibrant sense of place that is more consistent with historic development patterns, but spurs new entertainment, retail, and residential uses will continue to be the focus of revitalization and redevelopment efforts. Future land uses will serve the adjacent historic neighborhoods, be citywide destinations, and provide a positive stimulus to develop various scales of mixed use with the Historic North End.

Land use and zoning work in cooperation to create the area’s sense of place and identity. Corridor plans, such as this one, proposes detailed and specific recommendations regarding use. Zoning is a tool which assists in the implementation of long term land use plans, such as the City of Yuma General Plan, by regulating specific uses for individual parcels of land and how they can be developed in terms of placement, height, density and specificity of use,

access, parking requirements, appropriate signage, setbacks and other design requirements. The following are the existing uses in the Corridor Area and the extent to what is proposed for the perimeters for future development within these use categories:

- The Corridor streetscape is highly pedestrian friendly since the redesign of Main St. in 2007 and the narrow streets with adequate sidewalks on all Corridor roadways. The positive attributes of a pedestrian friendly streetscape is minimized by a few derelict unkempt properties, which diminish property values and give a false sense of insecurity to the pedestrian.
- The existing zoning code allows a very diverse range of uses within the Main Street and Peripheral Support Corridor. Though mixed-use development is a goal for creating a vibrant sense of place, some specific uses such as small business offices or specific off premise services have the ability to diminish the image and vibrancy of a central corridor, as Main Street is.
- Commercial truck traffic on local streets, of Maiden and Madison Avenues dissuade local consumers from patronizing Historic North End businesses.
- Public parking is readily available, but equitable rear access to businesses has been an issue.
- The properties have open zoning within the Corridor that allow any land use within that zoning designation without case-to-case public review or regard to other adopted City policies that guide the North End redevelopment.
- Existing policies do not directly promote mixed-use and residential development in the Main Street and Peripheral Support Corridors.
- The majority of the property has a designated land use of Mixed-Use, which allows up to 14 dwelling units per acre. This limits the ability to attract high density residential development.

Four land uses will be actively promoted and encouraged within the Corridor Boundaries. All four of the following uses will be encouraged and incentives given within the guidelines identified for the Main and Peripheral Support Corridors:

- (a) Entertainment
- (b) Residential
- (c) Office
- (d) Retail

The previous four use categories are inventively promoted by the Historic North End Corridor Plan. The decision to promote these uses and the manner in which they are promoted was determined from the study of many different elements. The foundation for the promoted uses the Corridor Plan is identifying, and the manner in which they are promoted builds upon the successes of previous plans and projects, and reflects the community's evolving desires for the Historic North End.

The redevelopment policy adopted in the North End Redevelopment Area Improvement Plan, commonly known as the “NERA” made very broad and strong recommendations for the district such as the phased development of the Yuma Crossing Park. Another portion of the NERA identifies appropriate uses within the district, some of which have been duplicated in the Corridor Plan. They include the promotion of retail, office and residential uses. Evidence of the evolving desires for the Historic North End of the community has led to the elimination of light and heavy industrial uses as compatible with the visions and goals within the Corridor Plan.

The four proposed general use categories are also consistent with the more recently created Yuma Riverfront Master Redevelopment Plan, or “Riverfront Plan”. The Riverfront Plan shares a common border with the Corridor Plan to the north at 1<sup>st</sup> Street. Along this shared border which spans a two block area from 1<sup>st</sup> Avenue to Main Street, the Riverfront Plan envisions a retail village north of the block closest to Main Street and a federal courthouse is proposed on the block to the west. The proposed retail village within the Riverfront Plan would be consistent with the retail and entertainment use identified across the street with the Corridor Plan.

Recent development in the area, both public and private, reflects the push towards an entertainment and retail corridor along Main Street with surrounding supportive corridor uses. The 2008 reconstruction of Main Street into a pedestrian friendly street featuring large areas of landscaping, fountains, and art features, shows the City’s commitment to the adaptive reuse of the historic commercial buildings fronting onto Main Street and the corridor area as a whole.

The four broad categories of uses outlined to be supported by the Corridor Plan have already been promoted through many different projects in the North End. These uses have also been well received by the Corridor Plan’s Advisory Panel and City Staff. The 19 member Advisory Panel assisted in the quality of input received and the thoroughness’ in creating policy objectives that would meet the true diversity of the identified community base.

The Main Street Corridor promotes ground floor uses that support the goal of achieving a cohesive entertainment and retail corridor. In order to be supported with incentives, a building must contain either a retail or entertainment use on the ground floor. Above and below the ground floor, the range of promoted uses extends to include office and residential as well. Assisting the revitalization of the Main Street Corridor; the Peripheral Support Corridor promotes uses that diversify the North End’s functionality, while also supporting the retail and entertainment corridor.

In order for a project to be incentively promoted, the applicant's proposed project or use must assist the community in reaching the goals and objectives of revitalization in the North End.

(a) Entertainment

Entertainment uses will be classified as establishments that are involved in producing, promoting, or participating in live performances, events, or exhibits intended for public viewing; establishments that preserve and exhibit objects and sites of historical, cultural, or educational interest; and establishments that operate facilities or provide services that enable patrons to participate in recreational activities or pursue amusement, hobby, and leisure-time interests. The focus of these uses within a single, visibly recognizable district will help the district gain identity and promote itself.

(b) Residential

Residential use will be classified as the use of a structure for permanent residency. As detailed in Article II, the influx of residents into the North End completes the creation of district where one can live, work, and play. This is important to establishing a positive and attractive identity for the district.

The creation of a vibrant living, working, and entertainment destination includes the addition of more residential options in the area. Successful rehabilitation of existing historic residential structures or creating new denser residential uses on vacant property would be a tool to creating this vibrant destination. Not only would it advance peoples' ideas about the Historic North End, but it would represent a large shift in ideas about types and densities of residential development in Yuma.

The last few decades of residential development in the city of Yuma have focused on the layering of subdivisions in the ever expanding periphery of the city. This has created a sprawl of build out, creating a potentially unhealthy situation given our planet's ever shrinking amount of natural resources. The location of residences in the North End could help to slow the trend of outward expansion in Yuma by displaying the positive aspects of a denser, metropolitan style of living. In addition to being an environmentally responsible residential option for Yuma, it would modify the existing identity of the North End into a multi-faceted vibrant destination with living, working, and entertainment options.

The historical significance of people and place found in the North End is one of the most persuasive aspects for revitalization. A number of elements contribute to the historical significance, including but not limited to the built environment and historical uses. As stated earlier, before the outward migration of population, the Historic North End supported the majority of Yuma residents. To help reinforce the historical context of the district, uses which could be found here 100 years ago, such as the residential use, will reflect the historic nature of the district. Ironically, this same quality will also help to make the district more modern. With

the identity gained by having residents in the district, there is the possibility for unique and specialized housing options such as artists' lofts or college dorms which would contribute to the unique identity of the Historic North End.

Creating residential development with shared retail or services space is another option to contribute to special niche marketing in the Corridor Areas. This is a historic type of development which has become popular in recent years and would reinforce the historical type of development present in the North End during the early to mid 20<sup>th</sup> Century. There are a broad range of possible mixed-use projects, a few of which are outlined in section 2.02(c), and present new possibilities for the North End. Depending on the nature of the project, there are a number of existing structures and vacant sites to house these developments.

(c) Office

The broad category of office use will be classified as any place where business, clerical or professional activities are conducted. Office uses help to diversify the functionality of the North End by bringing people into the district during business hours. It is also a practical use for many buildings in the district.

(d) Retail

Retail uses will be classified as establishments engaged in retailing merchandise, generally without transformation, and rendering services incidental to the sale of merchandise. The retailing process is the final step in the distribution of merchandise; retailers are, therefore, organized to sell merchandise in small quantities to the general public. Retail uses promote walkability within the North End, and ultimately the historic nature and identity of the district.

In the Main Street Corridor, incentives will accompany land use proposals on ground floor level occupancy for entertainment and retail uses, with other tailored incentives for residential development and office above or below ground level for office and residential in mixed-use development proposals.

**THE POLICY STATEMENT:**

- Mixed-use development shall be designed to support pedestrian orientated activities and uses, and support increased transportation through the area.
- The areas shall be planned to encourage a diversity of activity, safety for pedestrians, and compatible use and scaled development.
- Mixed-use development on Main Street between corridor intersections shall contain appropriate service activities and multi-family residential uses. Small scale and specialty development shall be encouraged; regional sized commercial development shall be strongly discouraged.
- Mixed-use development in the North End shall allow a greater amount of development flexibility. Auto oriented uses shall be monitored to maintain the primary goal to service the area within and directly adjacent to the designated corridor areas only. All uses shall meet existing design guidelines and the design guidelines of this plan.

### **Section 4.03 Historic Preservation**

The historical prominence of the Main Street Corridor and the Peripheral Support Corridor has been identified by the Corridor Advisory Panel during the planning process as one of the areas's defining assets. The corridors are home to two designated Historic Districts and numerous individually listed historic structures. Panel members selected the preservation and enrichment of the North End's historic character as a critical priority of the planning policy objectives. The significance of the history of this geographical area is well documented.

- The two corridor areas encompass two historic districts:
  1. The Brinley Avenue Historic District.
  2. The Main Street Historic District.
- The Corridor is geographically bordered by:
  1. The Yuma Crossing National Heritage Area to the north.
  2. The Century Heights Residential Conservancy to the southwest.
- A vast majority of the structures, both residential and commercial were constructed pre- 1950.
- There are numerous individually listed structures within or nearby the Corridor boundaries, such as:

1. Yuma National Bank	8. Venegas House
2. Sanguinetti General Store	9. Yuma Board of Realtors
3. Drake Hotel	10. Dressing Apartments
4. Hotel Del Ming (Del Sol)	11. Jagaoda House
5. Old Gandolfo Theatre	12. Power Apartments
6. Dorrington Block	13. Old Yuma Post Office
7. Southern Pacific Credit Union	14. Hotel San Carlos
- Main Street is the central thorough fare for retail, arts and entertainment in the Corridor Plan Area. From the late 19<sup>th</sup> Century through the mid 20<sup>th</sup> Century Main Street and the Corridor Area served as the City's center of entertainment and commerce.
- Use of coordinating policy documents for the North End will continue to be of great importance. Any policies set forth in this plan work in conjunction with existing documents and will not replace any or all adopted policies.
- Many of the City's remaining multi family dwellings are located within the Corridor Areas or directly beyond the boundaries of the Corridor Area. Expansion of these uses and development will further the objective of the plan

The preservation and promotion of historic character is important to area business, property owners, Government entities, and residents. As infill development and revitalization continues, stakeholders in the residential community, as well as the business community will further recognize that protection and adaptive re-use of historic structures will preserve the integrity of the community. The Advisory Panel advised the reuse of existing structures, improved communication between the community and public decision making bodies in the preservation and promotion of the Corridor Area, and incentives in order to spur growth and activity in the area.

**THE POLICY STATEMENT:**

- Re-use existing historic structures
  - Federal and State tax credits shall be explored to the maximum extent possible to preserve historic structures.
  - LEED Certified adaptive re-use development shall be explored and rewarded.
  - A public-private partnership should be formed to educate residents about the use of tax incentives and other economic incentives.
  - In interpreting, processing, and applying the historic design guidelines and development standards, extraordinary precautions shall be taken to accommodate adaptive re-use of structures that contribute to the historical character of the Main Street and Brinely Ave Historic Districts.
  
- Guidelines shall be created and/or revised to better support the maintenance and restoration of the Corridor Area's historic development pattern.
  
- Residents shall be actively involved in the creation and review of future design guidelines.
  
- Marketing of the historic districts and the North End as a distinct place shall be continued.
  
- Specialized development incentives shall be targeted to those developments which maintain or add to the historic development framework and integrity.

***Section 4.04 Aesthetics***

Aesthetics help create the appearance or individuality of a place. The visual impression a place exudes will both welcome visitors and allure them to return, or drive them away permanently. The Main Street and Peripheral Support Corridors' are influenced by the past historic preservation and development, by ongoing infill and new design elements, and sensitivity to history and the definition of historic assets changing over the time continuum.

### Notable Aesthetic Concerns:

- Lack of infill development proposals and a high rate of vacant buildings and vacant land parcels in the North End.
- Regulations of aesthetics on Main Street (*Main Street Design Guidelines*) that contradict policies to spur development. The permitting and/or review process may need to be revised for Old Town Zoning District properties.
- A perception of vandalism, theft, and crime that eludes prosecution.
- Residential development and commercial development as conflicting neighbors.
- Urban design guidelines should be employed throughout both Corridor Areas. The design guidelines should be revised to reflect real consumer and developer needs.
- Historic designation and guiding policies should be supported and enforced in commercial and residential areas.
- A Business Improvement District may be a future option for monitoring aesthetics for consistency and promotion of the North End.

Identified issues regarding aesthetics in the Corridor Area include:

Goals expressed by the public and Advisory Panel overwhelmingly suggest that the appearance of the district needs better maintenance, and uniform standards should be instituted for all owners, developers, and tenants to follow. The existing historic fabric shall be preserved for the mutual benefit of the district, private property owner, and municipal entity. Blight shall be diminished or eliminated in its entirety.

Instituting a Business Improvement District and an associated board of directors will encourage quality development/redevelopment through good urban design. Ambiguity in the current design guidelines shall be reviewed and removed. Discussion within the Advisory Panel and with the community overwhelmingly suggests that the *Main Street Design Guidelines* and the development review process needs revision.

The Corridor Area's aesthetic environment should create an active city life; an arts, entertainment, and retail corridor that is identified as a center for business, jobs, residential development, public facilities, and surrounding artistic amenities for public enjoyment.

#### **THE POLICY STATEMENT:**

- An effort to fight vandalism and graffiti and promote positive public art within the Corridor Area shall be conducted through a partnership with local businesses and property owners.
- The city and the Design and Historic Review Commission shall use the Main Street Design Guidelines and the aesthetic standards set forth by this document to review all development projects in the Main Street Corridor Area and the Peripheral Support Corridor.
- To improve the Corridors' aesthetic environment, the creation of an active vibrant city life and a better environment for business and jobs, corridor neighborhoods, businesses, and organizations will promote the establishment of consistent design principles and public art.



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V

Implementation Program

## **Article V: Implementation Program**

### **Section 5.01 Overview**

Implementation of the Historic North End Corridor Plan, commonly referred to as the “Corridor Plan”; will be challenging and take time. However, there are some logical initial action steps that need to be taken toward aggressive implementation of the Corridor Plan’s goals and policies. The purpose of this Article is to identify these specific action steps that will be used to implement the Corridor Plan and define and enhance the Historic North End’s identity.

Success will hinge on individual public and private investments as well as public/private partnerships. The Corridor Plan prepares the area for quality private investment to occur. The City’s efforts will be focused on continued infrastructure development, creation and implementation of guidelines and policies, and the provision and use of economic development incentives to stimulate investment by the private sector.

The Corridor Plan identifies many objectives that are based on the goals approved in the North End Redevelopment Area Improvement Plan, commonly known as the “NERA”. While many of the goals and objectives are original to the NERA Plan, many have also been updated to reflect current community visions (*Policy Statements, Article IV*).

The over-riding economic goal and objective of the Corridor Plan is to continue the process of preservation and revitalization of the North End’s historic assets and the return of the Historic North End to economic stability and sustainability as the community’s historic social, cultural and governmental center. The North End should provide maximum return on both public and private sector investment and become an economic anchor for the community. As stated above, there are numerous objectives contained in the Corridor Plan that need to be pursued, however it is felt that initial or “primary” action steps contained in this Article should be aggressively implemented by the City for the purposes of stimulating private sector investment within the North End. Listed below are these Primary Economic Development Objectives for the North End. Included within each of these objectives is an outline of the steps or procedures needed to implement the objective:

### **Section 5.02 Action Steps**

#### ***Objective 1 – Economic Incentive Policy and Tool Kit:***

Develop and adopt an Economic Development Incentive Policy which defines the manner, prerequisites and extent to which the City will use its Economic Incentive “tools” to encourage and assist private redevelopment and reinvestment projects within the North End. Adoption of an Economic

Development Incentive Policy by the City will provide the basis and evaluation criteria necessary for the City to expend public funds, expedite processes and waive fees to assist private economic development efforts within the targeted area.

As an addition to or as a separate document, develop and adopt an Economic Development Incentive Tool Kit of strategies, programs, policies and incentives that identify the economic development assistance that the City will utilize to “level the playing field” and encourage private redevelopment and reinvestment within the North End. Included within the Glossary of the Corridor Plan is a draft of the proposed Historic North End Corridor Plan Incentive Policy Guidelines and Economic Development Incentive Tool Kit.

***Objective 1 - Action Steps:***

- City Staff and Advisory Panel work to finalize Historic North End Corridor Plan Incentive Policy Guidelines and Economic Development Incentive Tool Kit
  - Includes land uses that are priorities or “target uses” for the North End.
  - May wish to prioritize the types of assistance or “tools” that the City is most willing to pursue.
- Seek public input on the draft Incentive Policy prior to finalization.
- Draft a City Council Resolution to adopt the Historic North End Corridor Plan Incentive Policy Guidelines and Economic Development Incentive Tool Kit as a method of providing City incentives for private reinvestment within the area.
- City Council adoption of Resolution.
- Create Incentive Policy brochure outlining City policy and primary incentives provided in the Historic North End Corridor Plan Incentive Policy and Corridor Plan.
- Distribute brochure to all existing property and business owners within the North End and to other interested investors.
- Periodically revisit and refresh the adopted incentive policy and make changes as warranted. The policy should remain dynamic to meet changing economic conditions and to take advantage of new opportunities as they arise.
- Create a simplified Application process for smaller scale projects, including a Letter of Agreement / Incentive Certification process. Allow for Staff review and approval of incentive packages totaling less than a City Council preapproved threshold.

***Objective 2 – Utilization of Primary Incentive Tools:***

In the development and preparation of the Corridor Plan, three Primary Incentive Tools came to focus as the tools which may provide the most incentive, in the short-term to leverage private reinvestment within the North End during the current economic climate. These Primary Incentive Tools are:

- Government Property Lease Excise Tax (GPLET) Abatement
- Development Fee Waivers
- Sales Tax Rebates

While these Primary Incentive Tools will be included in the Historic North End Corridor Plan Incentive Policy Guidelines and Economic Development Incentive Tool Kit, it was felt that focusing the City's and private sector's attentions and pursuits on these primary tools, promises to yield the greatest opportunities for reinvestment within the North End. What follows is an explanation of each of these primary tools, a project example demonstration of their use and steps to implement the example project using these tools.

***Tool 1 – Government Property Lease Excise Tax (GPLET):***

Under the Government Property Lease Excise Tax ("**GPLET**") State Statute (**A.R.S. 42-6201 et seq**), when cities retain or acquire ownership of land and then lease it to a private party for purposes of a private development or redevelopment project, the improvements made by the private party to the city's property are subject to the GPLET provisions of State property tax law.

Because property owned by a city is not subject to normal property taxes, the State created the GPLET as a mechanism to require private development on publicly owned property to pay a tax in-lieu of property tax. The GPLET is an excise tax, based on the square footage of the buildings constructed on the city's land, which is paid on the private improvements in lieu of the ad valorem (property tax) taxes normally collected on improvements made on privately owned land. The GPLET statute also provides that within a city's Single Central Business Redevelopment District (Historic North End) the city may abate the payment of the GPLET in its entirety for the first eight years following the construction or redevelopment of a private project on city owned land. In Yuma, the eight year abatement of the GPLET can only be made to private projects on City owned or acquired land and buildings located in the previously established central business district. The private project must also be of a magnitude that it will increase the property value of the City owned or acquired property by at least one hundred percent (100%) over its pre-project value. The eight-year abatement allows the proposed private project to avoid paying any form of property taxes, during this eight year abatement period, on those City owned or acquired parcels.

***Note: In the following, the term "Developer" is used to represent the private sector investment. However, the definition of Developer includes not only the typical real estate developer, but also, property owner, business owner or other private entity wishing to make an investment within the target area.***

Typically, the GPLET Lease is made as part of a Development and Disposition Agreement between the City and the Developer. The GPLET Lease agreement between the City and the Developer of the private project provides for the ultimate purchase or repurchase of the property by the Developer as (prime lessee) at the end of the eight year abatement period, thus returning the property and improvements to private ownership and the property tax roles at its enhanced value. If the City desires to maintain ownership of the property beyond

the eight-year abatement period, then the Developer is required to pay the GPLET to the City, who then in turn is required to share the tax payments with the other governmental agencies as though it was property tax revenues. The lease excise tax is paid to the City together with whatever rent or lease payment has been negotiated between the City and the Developer.

***Tool 2 – Development Fee/Procedure Modifications:***

**Infill Incentive Districts.** Inclusion of the North End in an Infill Incentive District, pursuant to State Statute (**A.R.S. 9-499.10**) and the adoption of the infill incentive plan as a tool to encourage redevelopment in the North End. The incentive plan allows for expedited zoning or rezoning procedures, expedited processing of plans and proposals, relief from development standards, and waiver of development fees for development activities.

***Tool 3 – Sales Tax & Bed Tax Rebates.***

State Statutes (**A.R.S. 9-500.11**) provides that the City may rebate transaction privilege taxes in support of economic development projects. There are numerous requirements or limitations placed on the City by the State Statutes, but none the less the rebate of transaction privilege taxes generated by a project, as an incentive to encourage the development of the project, is a very effective economic development tool. The most common use of this tool by cities is the rebate of a portion of the transaction privilege taxes generated by the project to repay a project for the costs associated with public infrastructure constructed by the project. However, the statute allows for the rebate of transaction privilege taxes as an economic development incentive in Redevelopment Areas as long as the incentive is less than the transaction privilege taxes generated by the project. The statute sets out numerous legislative and administrative requirements for the use of this incentive, but again within redevelopment areas these requirements are lessened. If a project is located on a property within a redevelopment area, the City is not required to meet some of the requirements of the statutes. The State revenue sharing statutes limit rebates to infrastructure, redevelopment and historic preservation incentive purposes. Also, the anti-gift provisions of Arizona Constitution Article 9, Section 7 must be observed and the public benefits received from the project must be proportionately greater than the incentive provided to the project. The City may offer or provide tax incentives to a business entity in an area designated a redevelopment project pursuant to **A.R.S. 36-1471 et seq.** without an equal amount being deducted from the City's share of the Highway User Revenue Funds under **A.R.S.42-6010** (e.g., the revenue sharing statute which forfeits a dollar for each dollar of incentive payment made to a project outside of a redevelopment district).

### Section 5.03 Implementation Matrix

The matrix below outlines the steps to be taken to effectively promote, employ and evaluate the incentives found in the Historic North End Corridor Plan, referred to as the Plan. This begins with the City Council’s adoption of the Plan and proposed incentives, followed by a marketing campaign to popularize the availability of the incentives for qualified projects.

After the first five years, a review of the incentives and the markets they were promoting in order to determine if the incentives or niches should be altered due to current conditions should occur. It is also recommended that the implementation of an Enhanced Municipal Services District be researched in order to determine if this would be more effective to the North End business and property owners than the currently operating Mall Maintenance Fund. Continued molding of the incentives and promoted niches, as well as sales tax studies to determine the effectiveness of the incentives is recommended.

Phase	Implementation Tools	Program Contact	Main Street Corridor	Peripheral Support Corridor
	<b>Use of Primary Incentive Tools to support Residential, Commercial, and Office Development</b>			
<b>1-5 Years</b>	<ul style="list-style-type: none"> <li>Adopt the Historic North End Corridor Plan Incentive Policy Guidelines and Economic Development Incentive Tool Kit</li> </ul>	Community Development- City	●	●
	<ul style="list-style-type: none"> <li>Creation of a website promoting both the North End (businesses, real estate, events, etc.) and the economic incentives being offered</li> </ul>	Community Development & YCN Heritage Area	●	●
	<ul style="list-style-type: none"> <li>Create and distribute incentive policy brochure outlining city policy and primary incentives</li> </ul>	Community Development- City	●	●
	<ul style="list-style-type: none"> <li>Use of economic incentives outlined in approved Plan to promote identified types of development</li> </ul>	Community Development- City	●	●
	<ul style="list-style-type: none"> <li>Create a simplified application process for smaller scale projects allowing for staff review and approval of incentive packages below a pre-approved threshold</li> </ul>	Community Development- City	●	●
	<ul style="list-style-type: none"> <li>Research into the division of the North End into a separate development fee district</li> </ul>	Community Development- City	●	●
	<ul style="list-style-type: none"> <li>Use of GPLET and land packaging to create attractive development opportunities</li> </ul>	Community Development & YCN Heritage Area	●	●
	<ul style="list-style-type: none"> <li>Infrastructure Tax Program</li> </ul>	Community Development- City	●	●
	<ul style="list-style-type: none"> <li>Research and possible development of an Enhanced</li> </ul>	Community Development- City	●	●

	Municipal Services District to provide needed and/or desired services in the district (City should voluntarily accept district assessments as well)			
<b>6-10 Years</b>	<ul style="list-style-type: none"> <li>Continued use of Historic North End Corridor Plan Incentive Policy Guidelines and Economic Development Incentive Tool Kit to promote identified types of development</li> </ul>	Community Development- City	●	●
	<ul style="list-style-type: none"> <li>Continued use of GPLET and land packaging to create attractive development opportunities</li> </ul>	Community Development & YCN Heritage Area	●	●
	<ul style="list-style-type: none"> <li>Study of niche development to determine if incentively promoted uses should be altered or restricted</li> </ul>	Community Development- City	●	●
	<ul style="list-style-type: none"> <li>Sales tax study to determine if incentives have effectively increased sales tax production in District</li> </ul>	Community Development- City	●	●
	<ul style="list-style-type: none"> <li>Review of alternate economic incentives found in Economic Development Tool Kit to determine if more suitable to current conditions</li> </ul>	Community Development- City	●	●
<b>10+ Years</b>	<ul style="list-style-type: none"> <li>Continued use of Historic North End Corridor Plan Incentive Policy Guidelines and Economic Development Incentive Tool Kit to promote identified types of development</li> </ul>	Community Development- City	●	●
	<ul style="list-style-type: none"> <li>Review of alternate economic incentives found in Economic Development Tool Kit to determine if more suitable to current conditions</li> </ul>	Community Development- City	●	●
	<ul style="list-style-type: none"> <li>Continued use of GPLET and land packaging to create attractive development opportunities</li> </ul>	Community Development & YCN Heritage Area	●	●
	<b>Public entity (organized) support for Business Expansions and Job Creation</b>			
<b>1- 5 Years</b>	<ul style="list-style-type: none"> <li>Formal organization of a Community group- North End Community Organization</li> </ul>	Community Organized Community Development Historic Preservation and Architectural Design (HPAD) Liaison	●	●
	<ul style="list-style-type: none"> <li>Community Improvement District Established</li> </ul>	North End Community Improvement District- resource through Community Development HPAD Liaison.	●	●
	<ul style="list-style-type: none"> <li>Public Improvements Advisory Panel (PIAP) provides funding and manpower for communal infrastructure improvements on a competitive basis</li> </ul>	Partnership Between: North End Community Improvement District Community YCN Heritage Area Community Development- City	●	●
<b>6-10 Years</b>	<ul style="list-style-type: none"> <li>Community Improvement District levies special assessments and taxes, collects fees, rents, and other misc charges.</li> </ul>	Community Development- City North End Community Organization (operator)	●	●

	<p>1. Improvements may include: pedestrian or retail improvements, landscape, community restrooms, community parking (lots, garages, or other), sidewalks, streetscape improvements/ art features, benches, walls/barriers, other shelters, fountains, music facilities, and any other useful, necessary, or desired improvement.</p> <p><b>Public entity (organized) support for Business Expansions and Job Creation</b></p> <p>2. Provide or contract for security personnel, equipment or facilities for the protection of property and persons.</p> <p>3. Produce or promote any tourism, recreational, or cultural activity or special event in the North End Corridors, advertising, decoration of any public place in the district, special events and furnishing music in any public place.</p> <p>4. Support of business activity and economic development in North End Corridors, promotion of business activity, development and retention, recruitment of developers, residents, and businesses.</p> <p>5. Conduct economic, planning, marketing and other studies</p>			
<b>10+ Years</b>				
	<ul style="list-style-type: none"> <li>• Public Infrastructure-Transportation</li> </ul> <p>1. Livable Communities (FTA) Grants provide planning, assessment, technical assistance and design services for community oriented systems, such as a garage which will incorporate a childcare center, restaurant, and bus shuttle to North End employment in one facility.</p>	Federal Transportation Administration	●	●
	<ul style="list-style-type: none"> <li>• Infrastructure Tax Credit Program</li> </ul> <p>1. Alternative modes of transportation 2. LEED certification 3. Open Space/ Public Amenity Donation</p>	Community Development- City Hall	●	●
	<b>Incentives for Redevelopment- Public and Private Improvements</b>			
<b>1- 5 Years</b>	<ul style="list-style-type: none"> <li>• CDBG- Section 108 Loan Guarantees (Section 108)</li> </ul> <p>1. Financing for economic development, housing rehabilitation/development, public facilities, and large scale physical development projects. 2. Maximum repayment period is 20 years. 3. Project grants are used only in conjunction with projects and activities assisted under section 108 loan guarantee program.</p>	Community Development- City Hall	●	●

<b>6-10 Years</b>	<ul style="list-style-type: none"> <li>Brownfield Tax Incentive Program-provides financial incentives for redevelopment of commercial sites; housing projects do not qualify but mixed uses will. Tax credits for remediation, loans for capital improvements; grants for public infrastructure, property tax abatement.</li> </ul>	United States Environmental Protection Agency	●	●
	<b>External Incentives for Business Owners</b>			
<b>1- 5 Years</b>	<ul style="list-style-type: none"> <li>Small Business Administration 504 Program (Loan Financing)</li> </ul>	Federal Small business Administration		

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VI

Glossary

## **Article VI: Glossary**

### **Section 6.01 Definitions**

#### **Blighted Area**

An area, other than a slum area, where sound municipal growth and the provision of housing accommodations is substantially retarded or arrested in a predominance of the properties by any of the following:

- (a) A dominance of defective or inadequate street layout.
- (b) Faulty lot layout in relation to size, adequacy, accessibility or usefulness.
- (c) Unsanitary or unsafe conditions.
- (d) Deterioration of site or other improvements.
- (e) Diversity of ownership.
- (f) Tax or special assessment delinquency exceeding the fair value of the land.
- (g) Defective or unusual conditions of title.
- (h) Improper or obsolete subdivision platting.
- (i) The existence of conditions that endanger life or property by fire and other causes.

#### **Central Business District**

A designation established for the area bound by 4<sup>th</sup> Avenue on the west, the Colorado River on the north, the centerline of Union Pacific Right of Way on the east and 8<sup>th</sup> Street on the south, established by City Council Resolution R2004-01, which makes various State enabled incentives available for redevelopment.

#### **Complete Street**

A roadway that accommodates all travelers, particularly public transit users, bicyclists, pedestrians (including individuals of all ages and individuals with mobility, sensory, neurological, or hidden disabilities), and motorists, to enable all travelers to use the roadway safely and efficiently.

#### **Historic North End**

Naming convention agreed upon by the Historic North End Corridor Plan Advisory Panel to be used throughout this Plan and in all marketing and publication materials when referring to the District.

#### **NERA**

The North End Redevelopment Plan was a Resolution passed by City Council on August 17, 1983 that developed a strategy for revitalizing the economically declining original Townsite area.

#### **Public Art**

Works of art in any media that has been planned and executed with the specific intention of being sited or staged in the physical public domain.

**City of Yuma 2002 General Plan**

The comprehensive, long range plan for the guidance and development of the City of Yuma, as adopted by City Council by Resolution R2002-34 on July 3, 2002.

**Yuma Crossing National Heritage Area**

The management plan established by H.R. 2833-2, the Yuma Crossing National Heritage Area Management Plan, enacted by the 106<sup>th</sup> Congress of the United States of America at the 2<sup>nd</sup> Session on January 24, 2000.

**City of Yuma Zoning Ordinance**

The document used by the City of Yuma to regulate the use of all land within the corporate limits.

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## Section 6.02 Individually Listed Property Inventory



<b>Address:</b>	96 W. 2nd St.
<b>Year Built:</b>	1901
<b>Existing Use:</b>	Office
<b>Changes from 1983 survey:</b>	HR2007-027 approved an in-kind replacement of HVAC equipment. In addition to changes approved by our Historic District Review Commission, new shingles were put on the both the roof of the house and front awning.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	94 W. 2nd St.
<b>Year Built:</b>	1909
<b>Existing Use:</b>	Office
<b>Changes from 1983 survey:</b>	While this property hasn't had any formal request for changes to our Historic District Review Commission, a rear addition has been added since the 1979 property inventory, as well as a short front railing. The front pediment was a dark color and has since been repainted white. The roof beams, rafters, and window frames have been repainted from white to a deep green. A utility pole once located in front of the house has been removed.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	90 W. 2nd St.
<b>Year Built:</b>	1915
<b>Existing Use:</b>	Media Office
<b>Changes from 1983 survey:</b>	The only known change to this property from the 1979 survey is the removal of the frontgate.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	78 W. 2nd St.
<b>Year Built:</b>	Circa 1924
<b>Existing Use:</b>	Pottery Studio
<b>Changes from 1983 survey:</b>	HR1998-015 approved a large remodel that included the creation of a recessed entry as well as new display windows, a glass door, and painting. HR2002-24 approved a 768 ft. <sup>2</sup> studio behind the existing building (never constructed). HR2003-033 approved a 600 ft. <sup>2</sup> studio behind existing building. HR2004-002 approved a new color scheme for rear studio.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	74 W. 2 <sup>nd</sup> St.
<b>Year Built:</b>	1950's
<b>Existing Use:</b>	Realtor's Association
<b>Changes from 1983 survey:</b>	This property underwent a large remodeling to the front portion sometime after 1979. A flat roof which extended over the relatively open front porch was semi-enclosed. This included the addition of large square columns and a wide shallow arch over the front portion and a steeper, much shorter arch on the side.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	70 W. 2nd St.
<b>Year Built:</b>	1906
<b>Existing Use:</b>	Vacant
<b>Changes from 1983 survey:</b>	No known changes have been made.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	190 S. Madison
<b>Year Built:</b>	Circa 1908
<b>Existing Use:</b>	Accountant's Office
<b>Changes from 1983 survey:</b>	This building has undergone minimal changes since the 1979 survey that include the addition of window signage and repainting the plaster.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	77 W. 2nd St.
<b>Year Built:</b>	1952
<b>Existing Use:</b>	Law Office
<b>Changes from 1983 survey:</b>	This building and site have undergone small modifications since the 1979 survey that include new landscaping and a small address display over the front entrance.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	67-73 W. 2nd St.
<b>Year Built:</b>	Unknown
<b>Existing Use:</b>	Design Office and Pottery Studio
<b>Changes from 1983 survey:</b>	No known changes have been made.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	202-204 S. Madison
<b>Year Built:</b>	1956-60
<b>Existing Use:</b>	Restaurant and Design Studio
<b>Changes from 1983 survey:</b>	HR96-020 approved window signage. HR02-025 approved a 5 ft. fence. HR04-039 approved window signage. HR05-050 approved window signage. In addition to changes reviewed by the Historic District Review Commission, a large roof sign was removed at some point along with a utility pole near the corner entrance.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	40-44 W. 2nd St.
<b>Year Built:</b>	1903, façade 1910
<b>Existing Use:</b>	Bar
<b>Changes from 1983 survey:</b>	HR2001-025 approved a new door and restroom addition. Items changed that were not reviewed by the Historic District Review Commission include changing the front awning from a fabric to shingle style and replacing the front wall-mounted sign.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	53 W. 2nd St.
<b>Year Built:</b>	1947
<b>Existing Use:</b>	Law Office
<b>Changes from 1983 survey:</b>	HR2003-049 approved exterior paint, landscaping in rear, and gold leaf letters on front windows.
<b>Historic District:</b>	Brinley Avenue Historic District



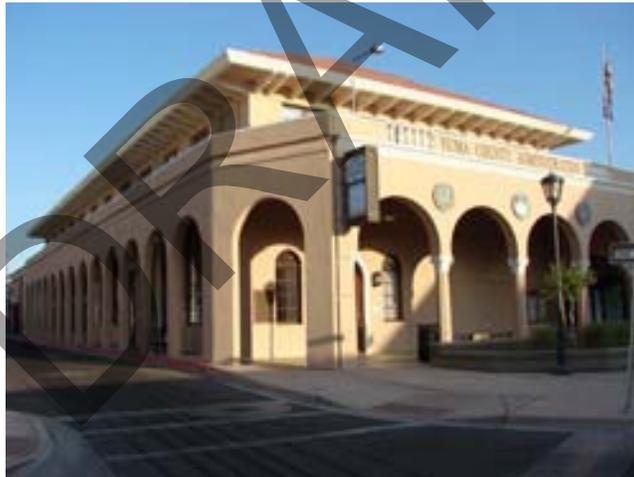
<b>Address:</b>	49 W. 2nd St.
<b>Year Built:</b>	1945
<b>Existing Use:</b>	Vacant
<b>Changes from 1983 survey:</b>	Since the 1979 survey, two vertical mullions separating the large floor to ceiling windows were removed, creating two large front display windows from the previous four.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	41-45 W. 2nd St.
<b>Year Built:</b>	1908-09
<b>Existing Use:</b>	Vacant
<b>Changes from 1983 survey:</b>	Since the 1979 survey, the front canopy that ran the length of the building has been removed, and the windows and doors have metal security screening over them.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	29-39 W. 2nd St.
<b>Year Built:</b>	1921-22
<b>Existing Use:</b>	Vacant
<b>Changes from 1983 survey:</b>	Since the 1979 Survey, the canopy that ran the length of the building as well as all the signage has been removed from this building. A majority of the windows and doors have been boarded up.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	198 S. Main St.
<b>Year Built:</b>	1924, modified in 1960's
<b>Existing Use:</b>	County Offices
<b>Changes from 1983 survey:</b>	HR1998-013 approved replacement of roof tiles with red clay tiles. HR2001-010 approved three seals to be placed on the front façade.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	200 S. Main St.
<b>Year Built:</b>	1900
<b>Existing Use:</b>	Gym
<b>Changes from 1983 survey:</b>	HR97-008 approved the installation of a garage on the 2nd Avenue façade and the addition of a side entry door. HR97-012 approved an electrical box, plastering over brick, an emergency exit door, and building paint. HR2008-050 ratified window tinting of storefront windows and signage. At some point, the main entrance moved from the corner of the building to the original location on the Main Street façade.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	370 S. Main St.
<b>Year Built:</b>	1933
<b>Existing Use:</b>	Offices
<b>Changes from 1983 survey:</b>	HR2006-015 approved a water fountain in front of building.
<b>Historic District:</b>	Main Street Historic District



<b>Address:</b>	390 S. Main St.
<b>Year Built:</b>	1917
<b>Existing Use:</b>	Apartments
<b>Changes from 1983 survey:</b>	HR1999-004 approved major renovation work including new windows, removing non-original materials, and a recessed doorway. HR2004-027 disapproved replacement aluminum windows, but approved matching wood windows on second floor. HR2005-018 approved window signage. HR2005-038 approved replacement matching windows for second floor.
<b>Historic District:</b>	Main Street Historic District



<b>Address:</b>	300 S. Gila St.
<b>Year Built:</b>	1927
<b>Existing Use:</b>	Vacant
<b>Changes from 1983 survey:</b>	MS93-3 approved roof stabilization and repair, not visible from the ground. A majority of the windows and doors have been boarded up and a wall sign has been removed.
<b>Historic District:</b>	Main Street Historic District



<b>Address:</b>	102 S. Madison
<b>Year Built:</b>	1891
<b>Existing Use:</b>	Vacant
<b>Changes from 1983 survey:</b>	Landscaping has been removed since the 1979 survey.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	106 S. Madison
<b>Year Built:</b>	Pre-1885, modified post 1900
<b>Existing Use:</b>	Residence
<b>Changes from 1983 survey:</b>	No known changes have been made.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	118 S. Madison Ave.
<b>Year Built:</b>	Circa 1899, remodeled 1935
<b>Existing Use:</b>	Vacant
<b>Changes from 1983 survey:</b>	No known changes have been made.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	124 S. Madison Ave.
<b>Year Built:</b>	1896
<b>Existing Use:</b>	Vacant
<b>Changes from 1983 survey:</b>	No known changes have been made.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	220-226 S. Madison Ave.
<b>Year Built:</b>	1869
<b>Existing Use:</b>	Appraisal Office
<b>Changes from 1983 survey:</b>	HR1999-011 approved replacement asphalt shingles. HR2003-012 approved painting windows matching white paint and re-varnishing the front door.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	240 S. Madison Ave.
<b>Year Built:</b>	Circa 1870, modified 1915-1925
<b>Existing Use:</b>	Museum
<b>Changes from 1983 survey:</b>	HR2008-005 approved hole to be cut in roof for original roof structure study and repair.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	248-250 S. Madison Ave.
<b>Year Built:</b>	1894 and 1953, modified 1960's
<b>Existing Use:</b>	Restaurant and Museum Shop
<b>Changes from 1983 survey:</b>	No known changes have been made.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	272 S. Madison Ave.
<b>Year Built:</b>	1891, modified 1940
<b>Existing Use:</b>	Vacant
<b>Changes from 1983 survey:</b>	HR2001-007 approved demolition of non-contributing structures at the rear of the property.
<b>Historic District:</b>	Brinley Avenue Historic District



<b>Address:</b>	20 W. 3rd St.
<b>Year Built:</b>	1917
<b>Existing Use:</b>	Apartments
<b>Changes from 1983 survey:</b>	No known changes have been made.
<b>Historic District:</b>	Main Street Historic District



<b>Address:</b>	30-54 W. 3rd St.
<b>Year Built:</b>	unknown
<b>Existing Use:</b>	Multi-Tenant Commercial
<b>Changes from 1983 survey:</b>	No known changes have been made.
<b>Historic District:</b>	Main Street Historic District



<b>Address:</b>	106 E. 1st St.
<b>Year Built:</b>	1930
<b>Existing Use:</b>	Assisted Living Facility
<b>Changes from 1983 survey:</b>	MS95-3 approved a 3000+ ft. <sup>2</sup> addition to the rear of the building. HR96-010 approved repainting exterior to original color scheme.
<b>Historic District:</b>	Main Street Historic District



<b>Address:</b>	146 S. 1 <sup>st</sup> Ave.
<b>Year Built:</b>	1915-1917
<b>Existing Use:</b>	Residences
<b>Changes from 1983 survey:</b>	HR2000-011 Approved painting of the residences
<b>Historic District:</b>	N/A



<b>Address:</b>	202 S. 1 <sup>st</sup> Ave.
<b>Year Built:</b>	1917
<b>Existing Use:</b>	Mixed-use
<b>Changes from 1983 survey:</b>	MS95-3 approved a 3000+ ft. <sup>2</sup> addition to the rear of the building. HR96-010 approved repainting exterior to original color scheme.
<b>Historic District:</b>	N/A



<b>Address:</b>	206 S. 1 <sup>st</sup> Ave.
<b>Year Built:</b>	1901
<b>Existing Use:</b>	Residence
<b>Changes from 1983 survey:</b>	HR07-037 Approved replacement of windows, doors, and transoms.
<b>Historic District:</b>	N/A



<b>Address:</b>	226 S. 1 <sup>st</sup> Ave.
<b>Year Built:</b>	Circa 1894
<b>Existing Use:</b>	Office
<b>Changes from 1983 survey:</b>	HR98-026 Approved landscaping and a detached restroom building at the rear of the property. HR2004-023 Approved free-standing signage at the property. HR07-015R Approved wall-mounted signage on the structure.
<b>Historic District:</b>	N/A



<b>Address:</b>	248 S. 1 <sup>st</sup> Ave.
<b>Year Built:</b>	1893
<b>Existing Use:</b>	Retail
<b>Changes from 1983 survey:</b>	No known changes have been made.
<b>Historic District:</b>	N/A



<b>Address:</b>	256 S. 1 <sup>st</sup> Ave.
<b>Year Built:</b>	1905
<b>Existing Use:</b>	Religious
<b>Changes from 1983 survey:</b>	No known changes have been made.
<b>Historic District:</b>	N/A



<b>Address:</b>	268 S. 1 <sup>st</sup> Ave.
<b>Year Built:</b>	1893
<b>Existing Use:</b>	Office
<b>Changes from 1983 survey:</b>	HR07-012R Approved a carport to be located behind the structure.
<b>Historic District:</b>	N/A

## **Section 6.03 Incentives**

### **(a) Acquisition & Disposition of Land**

The City may acquire by gift, grant or bequeathal, negotiated purchase, eminent domain, lease, obtain options upon, and then sell, exchange, transfer, assign, subdivide, devise, retain for its own use, mortgage, pledge, or otherwise encumber real property within a redevelopment area. (See Arizona Revised Statutes ("ARS") 9-401 et seq. and 36-1474 et seq.) Real property shall be sold, leased, or transferred at its fair value (not defined as appraised fair market value) for uses in accordance with the redevelopment plan, taking into consideration the obligations assumed by the redeveloper and the objectives of the redevelopment plan, which may restrict the fair value to less than the City's cost to obtain the property or rights being conveyed to the redeveloper. The City's ability to acquire and then write-down the cost of selling or leasing land and building that it owns or acquires is a significant economic incentive tool, especially in the case of rehabilitation of historic properties. In many instances the cost burdens associated with the rehabilitation of historic properties becomes such a restriction on the project that the only "private" solution may be demolition of the existing historic structure and construction of a new building. This "restriction" on the fair value of the property burdened by the costs of rehabilitation of the historic building can be overcome by the City's acquisition and write-down of the cost of land and building to the project.

### **(b) Capital Improvement Program Funding**

The City may assist a proposed revitalization or redevelopment project by making improvements to its own property or right-of-ways in redevelopment areas with Capital Improvements Plan funds, consistent with the Redevelopment Plan for the area. (See A.R.S. 36-1474). This is probably the most common economic development tool used by communities. The City annually reviews the capital improvement needs of the community as a whole and approves as part of its annual budget those capital projects that will be funded. The City's ability and willingness to use its CIP funds to make public infrastructure improvements associated with a particular downtown redevelopment project(s) and relieve that burden from the project can be a major incentive to the project(s). CIP funds can be expended by the City for any public improvements required to be constructed in association with a particular project or that benefit the District as a whole, including streetscape improvements, public and quasi-public utilities (including under grounding of existing utilities), as well as other street, parks and parking improvements.

### **(c) Use of Federal and State Grant and Loan Funds**

Community Development Block Grant ("CDBG") Funds are available for use within the Downtown Redevelopment Areas. (See A.R.S. 36-1474 et seq.)

Typically, seventy percent (70%) of these funds must be expended on projects or services that have direct benefit to elderly or disabled individuals and those persons of limited income (low to moderate). The community can expend the remaining thirty percent of its annual CDBG funds on other eligible projects, including historic preservation and economic development projects. The most common use of CDBG funds is for owner-occupied single-family housing rehabilitation grants or low-interest loans to low and moderate income households to repair deficient housing. Related to historic preservation and economic development, the most common use of CDBG funds is the acquisition of property, including buildings, which the community can then sale or lease for redevelopment at a reduced price to the project. The use of CDGB funds to directly fund construction of project improvement, requires that wages paid to construction workers be paid in accordance with the Federal Davis Bacon Wage Act (union scale), which for smaller construction projects can significantly increase the labor costs of the project; for that reason most communities don't fund small projects like storefront rehabilitation with CDBG funds. In addition, to fund major infrastructure or public building construction, the City may use its Municipal Property Corporation to provide low interest loans to the City without directly impacting the City's ability to issue bonds for other purposes, approved by the voters.

**(d) *Infill Incentive Districts***

The City, pursuant to A.R.S. 9-499.10, has previously established the North End as an infill incentive district and has adopted an infill incentive plan to encourage redevelopment in the Downtown Redevelopment District. The plan allows for expedited zoning or rezoning procedures, expedited processing of plans and proposals, relief from development standards, and waiver of development fees for development activities as long as waivers are not funded by other development fees. This existing Infill Incentive District provides that basis for many of the incentive benefits discussed in this tool kit. To obtain these benefits, the adopted plan requires that the incentive criteria outlined in Section 6.04 that follows are met as determined by the City Administrator.

**(e) *Old Town District***

The City, in its continuing efforts to encourage North End revitalization and historic preservation, has adopted the Old Town District zoning regulations. The OT development criteria and guidelines for new development within the North End modify the traditional regulatory development criteria that might otherwise be deterrents to the redevelopment of the area. The priority of this District is to establish and support a mixture of commercial, entertainment, employment, cultural, governmental, and residential uses that will help to ensure the development of a lively pedestrian-oriented District within the historic core of the community. This newly created zoning district encourages the development of mixed-use vertical and horizontal development, higher residential densities,

increased building heights, special retail setbacks and allowable shared parking arrangements, among other things. Chapter 154-185 of the City of Yuma Zoning code can provide detail on the permitted principal, accessory and conditional uses, as well as the current development standards.

The OT is intended to be a retail, business, and government center with a special emphasis on tourism and historic preservation, due to the unique qualities present in the North End that set it apart from all other areas in the City.

In addition to setting the zoning standards that are applicable to the North End, the OT outlines the following design studies that the City has adopted to provide design guidance to projects proposed in the North End. The following design guidelines are used in the review of designs within the OT and contain important considerations for projects under review by the Design and Historic Review Commission.

1. The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating and Reconstructing Historic Buildings (1995), and The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes (1996) are applied to the review of any properties that are within the Historic District Overlay and the Old Town (OT) District.
2. Main Street Historic District Design Guidelines, as prepared by the Urban Design Studio. These guidelines pertain to those properties located within the Yuma Main Street National Historic District.
3. City of Yuma Downtown Kit of Parts, as prepared by EDAW and Deardorff Design Resources, July 7, 2000. This guideline contains elements that are utilized in the Old Town (OT) District rights-of-way and has preferences for a variety of elements and should be consulted for all items to be placed in or adjacent to the Old Town (OT) District rights-of-way.
4. Yuma Crossing Design Guidelines, as prepared by Wayne Donaldson Architects, June 2, 2003. These design guidelines apply to those properties located between 4th Avenue, Penitentiary Avenue, the Colorado River and 1st Street.
5. Aesthetic Overlay (AO) District Design Guidelines, as presented within the creation of the Aesthetic Overlay Zoning District, Planning and Zoning Case Z93-2 and adopted by Ordinance 2263 on July 20, 1994. These guidelines pertain to all properties within the Old Town (OT) District which are not also located within the Historic (H) Overlay District.

**(f) Sales Tax and Bed Tax Rebates**

Pursuant to A.R.S. 9-500.11, the City may rebate transaction privilege taxes in support of economic development projects. There are numerous requirements or limitations placed on the City by the State Statutes, but none the less the rebate of transaction privilege taxes generated by a project as an incentive to encourage the development of the project is a very effective economic development tool. The most common use of this tool by cities is the rebate of a portion of the transaction privilege taxes generated by the project to repay a project for the costs associated with public infrastructure constructed by the project. However, the statute allows for the rebate of transaction privilege taxes as an economic development incentive in redevelopment areas as long as the incentive is less than the transaction privilege taxes generated by the project. The statute sets out numerous legislative and administrative requirements for the use of this incentive, but again within redevelopment areas these requirements are lessened. If a project is located on a property within the North End redevelopment area, the City is not required to meet some of the requirements of the statutes. The State revenue sharing statutes under this topic limit rebates to infrastructure, redevelopment and historic preservation incentive purposes. Also, the anti-gift provisions of Arizona Constitution Article 9, Section 7 must be observed and the public benefits received by the project must be proportionately greater to the incentive. The City may offer or provide tax incentives to a business entity in an area designated a redevelopment project pursuant to A.R.S. 36-1471 et seq. without an equal amount being deducted from the City's share of the Highway User Revenue Funds under A.R.S.42-6010 (e.g., the revenue sharing statute which forfeits a dollar for each dollar of incentive payment made to a project outside of a redevelopment district).

**(g) Improvement Districts (ID's)**

Pursuant to A.R.S. 48-572 et seq., the City Improvement District is a designated area of the City with specific boundaries therein for which costs of specific improvements are assessed to the property owners. The use of an ID is an effective development tool, used quite often for large scale development where public infrastructure costs may exceed two million dollars, but typically the public infrastructure requirements of redevelopment projects are smaller and the costs of setting up and administering the ID outweigh the benefits of its use. The most common use of ID's in downtown redevelopment is for the development of public parking and pedestrian improvements that are developed to benefit the area as a whole. However, as demonstrated by the negative impacts experienced by the North End as the result of the 1969 establishment of the Territorial Mall and Parking Improvements District, the assessments placed on properties within an ID may prove to accelerate the decline that the ID was meant to arrest. State ID statutes do provide for the creation of a very specific type of ID that has provided

significant benefits to downtowns throughout Arizona; this ID is Enhanced Municipal Services discussed below.

**(h) *Enhanced Municipal Services District***

In addition to the purposes for which an ID may be formed under the provisions of A.R.S. 48-575, an improvement district may be formed within a designated area to provide public services within the district at a higher level or greater degree than provided in the remainder of the community, including such services as public safety, fire protection, refuse collection, street or sidewalk cleaning or landscape maintenance in public areas, planning, promotion, transportation and public parking. This is the State Statute use by many Arizona cities to establish their downtown management districts, more commonly referred to as Business Improvement Districts (BID). Unlike most ID's the Enhanced Municipal Services District are unique to downtowns and can only be created in a City's single central business district redevelopment area. The City should use this tool to support, encourage and participate in the formation of an Enhanced Municipal Services District as a financial mechanism to support the formation of a Downtown Management and Promotion Association (BID) to ensure coordinated business development strategies (e.g., cooperative marketing and promotion, enhanced safety and maintenance, parking management, etc.). Typically, this tool is used at the request of the property and business owners within the Downtown to fund and support the activities of the BID to promote and market the Downtown as a whole. The City in response to a petition of the property owners within the proposed district (typically, 50-70%) following the state statutes creates the EMSD. If at the time the district is formed, there is written protest by the majority of the property owners, to the extent of the district or the assessment formula(s), the district cannot be formed. Once, the EMSD is formed, individual assessments are paid by the property owners as part of their annual property tax paid and collected by the County; and typically passed-on to tenants of the property. The County then provides the City with the funds collected from the District and the City contracts with the BID organization to carryout the activities provided in the Assessment Plan created by the City and the BID organization as part of the creation of the District. The BID then carries out an annual work program described in the Assessment Plan and provides the City with an annual report of its activities. Experience in Arizona has shown that individual business's district assessments are typically small in comparison to the collective benefits provide by the BID's activities, especially in regards to collective management and promotion of the District. State Statute provides for and the City should voluntarily accept district assessments to its own land and buildings, within the Downtown redevelopment area. The City should also continue to maintain its current "baseline level" of municipal services currently provided within the Downtown and use the funds collected within the District to contract with the BID to provide the desired "enhancements" to the City's services already provided.

**(i) Government Property Lease Excise Tax (GPLET)**

Under the Government Property Lease Excise Tax statute ("GPLET") (A.R.S. 42-6201 et seq), when City's retain or acquire ownership of land and then lease it to the private sector for purposes of development or redevelopment, the improvements made to the City's property are subject to the GPLET provisions of State property tax law. Because property owned by the City is not subject to normal property taxes, the State created the GPLET as a mechanism to require private development on publicly owned property to pay a tax in-lieu of property tax. The GPLET is an excise tax, based on the square footage of the buildings constructed on the City's land, which is paid on the private improvements in lieu of the ad valorem (property tax) taxes normally collected on improvements made on privately owned land. The GPLET statute also provides that within the City's single central business redevelopment district (North End) the City may abate the payment of GPLET in its entirety for the first eight years following the construction or redevelopment of a project on City owned land. The eight year abatement of the GPLET can only be made to projects on City owned land and buildings located in the downtown redevelopment area and that will increase the property value of the City property by at least one hundred percent (100%). This allows the proposed project to avoid paying any form of property taxes, during this eight year abatement period, on those City owned parcels. Typically, the lease agreement between the City and the project allows for the ultimate purchase or repurchase by the project as (prime lessee) at the end of the eight year abatement period, thus returning the property and improvements to private ownership and the property tax roles at its enhanced value.

**(j) Administration of Incentives:**

Determination of available assistance and site qualifications shall be the determination of the City Administrator or the City Administrator's designee. Approval of specific development agreements with the City shall be approved by the City Council.

## **Section 6.04 Guidelines**

### **(a) Incentive Criteria**

The City will consider the following factors in determining whether the potential recipient should be granted incentives.

Applicant's project must meet at least one of the following criteria:

1. The applicant's project and/or business operation will improve or enhance the economic welfare or quality of life of the citizens of Yuma.
2. The overall benefits which the City will receive from the applicant's project in the form of increased employment at a living wage, sales taxes or generated investment in the community outweighs the economic incentive costs to the City.
3. The use of incentives will assist to further develop the economic vitality of the North End.

Additionally, the City requires that the applicant's project meets all of the following provisions:

1. The applicant's proposed project or use assists the community in reaching the goals and objectives of the Historic North End Corridor Plan.
2. The property sought to be utilized, and the use established thereon, is a legal conforming property and use, per the City of Yuma Zoning Ordinance.
3. The use is an eligible use under the provisions of this program.
4. The applicant has received all necessary approvals to proceed with the proposed project.
5. The applicant has shared their business plan and/or project proforma with the City and has shown that the project requires incentives to move forward at an acceptable rate of return on investment.
6. The property to be developed, expanded or redeveloped meets all applicable environmental requirements as well as fully meets all applicable City requirements, such as landscaping and signage codes, parking and federal ADA requirements.
7. Existing non-conforming properties should provided a plan to work towards becoming compliant, or in the opinion of the Zoning Administrator have made every effort to come into substantial compliance.

*The City has the option of excluding those properties that the City determines do not require assistance due to prime location, existing/improved infrastructure, or other market factors.*

## Section 6.05 Hypothetical Incentive Examples

Section 6.05 outlines hypothetical incentive scenarios in order to present actual dollar amounts to the incentives being promoted. Subsection “a” displays property tax savings that would have occurred on recent development and redevelopment projects in the corridor area had they abated 8 years worth of post development property taxes, as proposed with the GPLET. Subsection “b” is a hypothetical example of the economic incentives applied to the development of a vacant structure, and the associated action steps from project feasibility to post development.

### (a) Hypothetical GPLET Examples on Recent Projects

#### Pre and Post Development Property Tax

##### **A) PROJECT: 111 S. Main; Main Street Cinema 26,772 ft.<sup>2</sup> building**

Year	Tax Owed (\$)	Interest (\$)	Status
1999	1,236	83	Vacant Land
2001	25,331	4,390	Partially Constructed
2002	46,301	1,234	New Building Finished Construction

8 year abatement at redeveloped tax rate = \$370,408

##### **B) PROJECT: 127 S. Madison; Shopkeeper 3008 ft.<sup>2</sup> commercial, 1,422 ft.<sup>2</sup> residential**

Year	Tax Owed (\$)	Interest (\$)	Status
2004	126	0	Vacant Land
2008	2484	0	New Building Finished Construction

8 year abatement at redeveloped tax rate = \$19,872

##### **C) PROJECT: 141 S. Madison; Shopkeeper 3,050 ft.<sup>2</sup> commercial, 1,421 ft.<sup>2</sup> residential**

Year	Tax Owed (\$)	Interest (\$)	Status
2004	126	0	Vacant Land
2008	2,180	0	New Building Finished Construction

8 year abatement at redeveloped tax rate = \$17,440

##### **D) PROJECT: 132 S. Main; Monarch's Rest and Pub 10,485 ft.<sup>2</sup> restaurant**

Year	Tax Owed (\$)	Interest (\$)	Status
1999	303	0	Vacant Land
2002	18,072	3,133	New Building Finished Construction

8 year abatement at redeveloped tax rate = \$144,576

**E) PROJECT 265 S. Main; One building redeveloped into multiple suites**

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Year	Tax Owed (\$)	Interest (\$)	Status
2000	513	0	Vacant Building
2003	691	0	Some Modifications
2005	12,375	0	Restaurant, Commercial and Office Space

8 year abatement at redeveloped tax rate = \$99,000

**F) PROJECT: 284 S. Main; Remodeling vacant building**

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Year	Tax Owed (\$)	Interest (\$)	Status
2005	5,039	0	Vacant Building
2008	13,093	0	Remodeling Building

8 year abatement at redeveloped tax rate = \$104,744

**G) PROJECT: 201 S. Main; 3,370 ft.<sup>2</sup> new law office**

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Year	Tax Owed (\$)	Interest (\$)	Status
1999	348	0	Vacant Land
2001	6,034	0	Law Office

8 year abatement at redeveloped tax rate = \$48,272

**(b) Hypothetical Project Using Promoted Incentives**

In this example a Project is hypothetically proposing the redevelopment of an existing two story, 10,000sf, privately owned, vacant building on Main Street. The upper 5,000 square foot floor of the existing building has been vacant and abandoned for many years and the 5,000 square foot ground floor, which was used as retail in the past, is also currently vacant. Current Market Value of the land and improvements is estimated at \$485,000.

The Developer (building owner) proposes to do a major renovation to both floors of the building. The upper floor will be renovated into office space and the ground floor will be renovated to accommodate a 3,000 square foot restaurant, including a 200 square foot sidewalk café, and a 2,000 square foot retail space. The building, while structurally sound, requires significant remodeling work including major electrical and plumbing work to bring it to current code standards. Because of the age of the building and the extensive remodeling required, the building will also need to undergo the removal of both asbestos and lead paint. The Developer's Project pro forma indicates that he will spend \$742,000 in hard cost improvements to the building including both shell and tenant improvements cost. Soft Costs (fees, permits, taxes, and financing) will add an additional \$269,000 to the project for a total cost of \$1,011,000. Project will require 24 months for construction, lease-up and rent stabilization.

***Developer's Pro Forma Analysis:***

Analysis of the Developer's Project pro forma indicates that even with the renovated building fully occupied with market rent tenants, the Project fails to provide an Internal Rate of Return (IRR) or net Profit percentages sufficient to finance the planned improvements. IRR is the percentage derived by dividing the Project's Net Operating Income by the Developer's Equity Invested. In this example it is assumed that the Developer' Equity invested includes the value of the existing building plus an additional cash investment of \$50,000 with the remainder of the debt being financed. The proposed Project without City incentives would provide an IRR of 8.3%, well below an assumed financing threshold of a minimum IRR of 12%-13%. In addition, given the below standard IRR, the Project would be perceived a higher risk and the income produced from the Project would be capitalized at a higher interest rate, which in turn would produce a lower completed project value and profit. In this case the Project pro forma indicates that the Project would produce a negative -1.5% profit margin, significantly below current market finance and investor targets of 18%-25%.

***City Incentive Request and Analysis:***

The Developer/Property Owner realizing that his proposed Project cannot be financed, without either additional lease revenue or a reduction in project costs or expenses, carries out further analysis the Project. First, can the Project lease rates and common area maintenance fees be increased, but as stated earlier, the proposed lease rates and CAM's are at current market rates and cannot be raised. Second, the Developer "value engineers" the Project construction costs and finds that the Project costs are as low as can be produced by his general contractor and subcontractors.

At this point the Developer approaches the City to seek the incentive assistance of the City. The City's adopted incentive policy states that the Developer must first prove that the Project meets the City's incentive criteria and that the Project cannot be carried out without the provision of the City's Economic Development Incentives.

As part of the City's Project analysis the Developer is requested to provide his Project pro forma and financial statements to the City for their analysis. The City, in addition, to analyzing the Developer's Project pro forma to determine the Project's need for incentives, will also perform a revenue forecast for the Project to determine the economic benefits that the Project's development will provide to the City and the community. In this example the Project is projected to provide the City with an estimated \$597,000 in direct fee and tax revenue and 47 permanent jobs over the first ten years of the project. After the City's review, the Project is found to be in need of incentives to be feasible. The Project also meets the City's incentive criteria and is found to be a net benefit to the community.

## Incentives Applied and Benefit Analysis:

### ***GPLET Incentive Applied:***

In this example the City, working with the Developer, first applies the use of the Government Property Lease Excise Tax (GPLET) 8-Year Abatement to the Project pro forma. The GPLET is used first because it is the most revenue neutral incentive to the City, in that the City's property tax makes up less than an estimated 14% of the total property tax levied. Applying the 8-year GPLET abatement to the Project pro forma yields an improved IRR of 10.8% and an 8.1% Net Profit, however at this point, while significantly improved, the project still remains financially unfeasible.

- **Project Benefit:** Estimated \$110,400 over eight-year abatement period.
- **Cost to City:** Estimated at \$7,700 over eight-year abatement period.

### ***Fee Waivers Applied:***

The City next agrees to provide a waiver of all City fees associated with the project, including development fees, planning & engineering fees and building fees. Application of these fee waiver to the Project pro forma yields an improved IRR of 11.9% and a 14.0% Net Profit; still below finance targets. While the waiver of fees do not create significant change in IRR and Profit for the Project, the waivers have a significant positive impact on the cash flow of the project, because the fees are normally required to be paid very early in the Project and not having to do so provides the boost in Project cash flow.

- **Project Benefit and City Cost:** Estimated \$76,271 during initial months of Project.

### ***Sales Taxes Rebates:***

The Project as conceptualized in this example includes \$35,000 in public or quasi-public infrastructure; primarily associated with infrastructure improvements. This includes revitalization of the deteriorating sidewalk colonnade and canopy under which the Project's sidewalk café will be located. To support the revitalization of this City-owned infrastructure the City agrees to rebate to the owner 15% of the annual general and food & beverage sales taxes generated by the Project for the first eight years of the Project. Application of this Sales Tax Rebate to the Project pro forma yields an improved IRR of 13.1% and a 20.7% Net Profit, which makes financing the Project feasible.

- **Project Benefit and City Cost:** Estimated at \$48,725 over first 8 years of the project.

### ***Total Incentive Cost / Benefit:***

Incentive Benefit to Developer:	\$235,396 (Est.)
Cost of Incentives to City:	\$133,153 (Est.)
Leveraged Developer Investment:	\$1,422,363 (Est.)
Developer / City Investment Ratio	10.7 to 1
Net 10-yr City Benefit from Project:	\$282,500 (Est.)

## **Primary Incentive Tools – Action Steps**

The following is a list of the primary action steps necessary to carry out the redevelopment of the Project proposed in the above example. Not every project that proposed will be as large and complex as this example. Nor will every project need or receive incentive assistance at the level required for this hypothetical Project. Indeed, it will probably be more likely that smaller business-owner, end-user, projects will be proposed in the current economic climate. The above example contains the potential for one of these smaller projects. If, in the above example, the Developer was ultimately unable to finance the Project and the proposed restaurant wanted to move into the ground floor of the building, without the remainder of the Project moving forward, the City could work with the restaurant-owner to move that smaller project forward. In this small example fee waiver and sale tax rebates might be the primary incentive tools utilized, but the overall process and implementation steps use for the smaller project would mirror the larger project.

### **Action Steps:**

1. Developer (property owner) proposes redevelopment Project to the City and discussions begin and action plan is mapped out.
2. Developer prepares conceptual development plan, preliminary construction costs and preliminary Project pro forma to determine project feasibility.
3. Developer determines that Project is infeasible without the application of City economic development incentives.
4. Developer returns to City with more detailed Project pro forma and financial information and makes application for economic development assistance.
5. City reviews Project application and project data to determine if the Project requires assistance and meets the assistance criteria of the Historic North End Corridor Plan Incentive Policy Guidelines. City also develops a Project Economic Revenue Forecast for the Project to determine the benefits of the Project to the City and the community.
6. City makes the determination that the Project qualifies for assistance under the City Incentive Program and that the Project requires assistance to be feasible.
7. City and Developer undertake a detailed analysis of the Project as proposed to determine type and extent of use of the incentive tools to be considered for use on the Project.
8. City staff prepares a preliminary Project Incentives and Benefit Report for review and approval of the City Council.
9. City Council approves Project Report and directs staff to begin contract negotiations with the Developer.

10. City and Developer meet to determine the final level of incentive necessary to produce a Project that is financially feasible. Developer continues to refine Project construction and finance numbers.
11. City and Developer agree to the “Deal Points” for incentives to the Project that will become the basis for the negotiations of the Development and Disposition Agreement (DDA) and GPLET Lease between the City and the Developer.

*Note: The steps outlined above are fairly generic to all redevelopment projects, whether proposed by a Developer or the City. What follows are steps that are more specific to the above example.*

12. City develops a draft DDA for the Project, which includes the use of the GPLET, City Fee Waivers and City Sales Tax rebates. In addition the DDA includes a Developer Performance Schedule that provides a negotiated timetable for the Developer’s initialization and completion of the Project. The DDA also includes the agreed upon schedule for the City’s provision of the approved incentives.
13. Because the Project Land and Building are currently privately owned, the DDA will also include the provision for the ownership of the land and building to be conveyed to the City, so that the Project can qualify for GPLET abatement. Because the land and building will be owned by the City during the eight-year GPLET abatement period, the DDA will also include a leaseback provision that provides for the City to lease the land and building back to the Developer at least for the eight year initial abatement period. The Land and Improvements Lease will also contain all provisions for the protection of both parties during the term of the Lease, as well as, a provision for the Land and Improvements to be reconveyed from the City to the Developer at the end of the Lease term.
14. City and Developer finalize DDA, lease, and schedule the documents review and approval before City Council.
15. City Council reviews and approves Project documentation and incentives and adopts required resolution and ordinances, including the approval of GPLET abatement.
16. City and Developer execute the approved DDA and Lease Agreements and associated documentation.
17. Developer deeds Land and Building to City and City leases back to Developer under the Land and Improvements Lease.
18. City issues Development and Permit Fee Waiver letter to Developer for Developer’s use when making application for various reviews and permits.
19. Developer finalizes project design and submits application to City for Development Plan approval. City Design and Historic Review Commission reviews and approves Development Plan for the Project.
20. Developer finalizes Project construction documents and finance plan and submits the Project for Building Permits.

21. City approves Project construction documents and issues Building Permits. City also approves Building Construction and Occupancy Easement to allow the redevelopment of the City sidewalk colonnade and canopy and use of the public sidewalk as an outdoor café per the approved plans.
22. Developer finalizes and closes Construction Finance; construction funded.
23. Project construction proceeds through normal construction cycle, including tenant improvements. Upon completion of construction City issues Certificate of Occupancy and Certificate of Completion. Issuance of Certificate of Completion marks the beginning of the eight-year GPLET Abatement Period. Developer prior to October 1<sup>st</sup> following the issuance of the Certificate of Completion shall make application for the abatement of the GPLET and the City shall approve the request. All property taxes and GPLET abated for eight-year period.
24. Project occupied and tenants begin business.
25. City prepares quarterly sales tax report and rebates Developer sales tax incentive to the Developer per the schedule contained in DDA. Rebates continue until predetermined amount or time limit contained in DDA has been reached
26. At the end of the eight-year GPLET abatement period, Lease terminates and title to Land and Building is reconvened back to the Developer and property goes back on the normal property tax rolls at its higher improved value.
27. DDA and Lease terminate and are of no further effect. The Building construction and Occupancy Easement for the café use of the sidewalk and canopy area would continue in effect as long as the café use continues. Ongoing use of the sidewalk and canopy would be subject to ongoing operation, maintenance and insurance requirements for the Developer.

While the above outlined example and process might seem daunting to someone not familiar to the process, on smaller projects that don't require the use of GPLET abatement, the process could be scaled down considerably to an Application, Project Pro Forma or Business Plan, a Letter of Agreement and a Certification of Incentives.



## SUMMARY DEVELOPMENT COSTS

INDIRECT AND SOFT COSTS						
		% of Cost	\$/Sq Ft Total			Total
Predevelopment & Entitlements		0.0%	-			-
Architecture and Engineering		3.0%	1.87			18,714
Wrap Insurance		0.0%	-			-
Sewer & Water Fees		3.0%	1.87			18,714
Municipal Development Fees		7.8%	4.84			48,376
Legal, Accounting & Insurance		3.0%	1.87			18,714
Overhead		1.0%	0.62			6,238
Appraisal and Feasibility		0.5%	0.31			3,119
General Marketing	Excludes Sales and Leasing Commission	1.5%	0.94			9,357
Developer Fee		1.0%	0.62			6,238
Soft Cost Contingency		1.0%	0.62			6,238
Waived Fees from City		-8.7%	(5.43)			(54,271)
<b>Sub Total</b>		<b>10.17%</b>	<b>8.14</b>			<b>81,437</b>
<b>TOTAL CONSTRUCTION COST</b>			<b>80.07</b>			<b>800,679</b>
<b>TOTAL PROJECT COST</b>			<b>128.65</b>			<b>1,286,479</b>
FINANCING						
	Months	Fees	Maximum Balance	Average Balance	Interest	Total Interest Carry
Construction Loan Interest	24		892,032	749,192	8.0%	119,871
Lender and Broker Fees		2.00%				16,014
<b>Sub Total</b>						<b>135,885</b>
<b>TOTAL PROJECT COST</b>			<b>142.24</b>			<b>1,422,363</b>
<b>EQUITY REQUIREMENTS</b>			<b>53.58</b>		<b>38%</b>	<b>535,800</b>
						<b>886,563</b>

# CITY ECONOMIC FORECAST

## Yuma Main Street Building Example

Single-Phase, 2-Year Development Project

**Expressed in 10 & 20 year Net Present Value & Gross Dollars**

### SITE DATA

Land Area in Acres:	0.14	Area in Square Feet:	6,000	
Total Building Area in Square Feet:	10,000	Floor Area Ratio	167%	
<b>Land Use:</b>				
Office Square Footage:	5,000	Job Creation <span style="border: 1px solid black; padding: 2px 10px;">47</span>		
Retail Square Footage:	2,000			
Restaurant Square Footage:	3,000			
Rental Residential Square Footage:	-			
ShopKeepers Square Footage:	-			
Total Parking Spaces:	-			
<b>TOTAL LAND AND CONSTRUCTION COST:</b>	<b>\$ 1,345,000</b>			

CITY REVENUES & VALUE	10 Year NPV	10 Year Gross	20 Year NPV	20 Year Gross
Project Site General (1.0%)Sales Taxes	\$ 113,084	\$ 150,426	\$ 194,658	\$ 337,308
Project Site Public Safety (.2%)Sales Taxes	\$ 22,617	\$ 30,085	\$ 38,932	\$ 67,462
Project Site Transportation (.5%) Sales Taxes	\$ 56,542	\$ 75,213	\$ 97,329	\$ 168,654
Project Hotel, Bar & Restaurant Sales Tax	\$ 125,300	\$ 168,051	\$ 219,199	\$ 383,170
Planning & Building Fees	\$ 22,457	\$ 22,457	\$ 20,690	\$ 21,828
Development Fees	\$ 54,271	\$ 54,271	\$ 47,630	\$ 50,250
City GPLET on Commercial	\$ 6,097	\$ 7,700	\$ 6,636	\$ 9,240
<b>TOTAL CITY REVENUES</b>	<b>\$ 400,368</b>	<b>\$ 508,203</b>	<b>\$ 625,076</b>	<b>\$ 1,037,912</b>
CITY COSTS - INCENTIVES	10 Year NPV	10 Year Gross	20 Year NPV	20 Year Gross
City GPLET Abatement (years 1-8)	\$ 6,097	\$ 7,700	\$ 6,097	\$ 7,700
Waiver of City Fees	\$ 76,728	\$ 76,728	\$ 76,728	\$ 76,728
Sales Tax Rebate (15% - 8 years maximum)	\$ 35,000	\$ 48,725	\$ 35,000	\$ 48,725
<b>TOTAL CITY COSTS</b>	<b>\$ 117,825</b>	<b>\$ 133,153</b>	<b>\$ 117,825</b>	<b>\$ 133,153</b>
<b>NET CITY REVENUES AFTER COSTS</b>	<b>\$ 282,543</b>	<b>\$ 375,050</b>	<b>\$ 507,251</b>	<b>\$ 904,759</b>

Non-City GPLET Abatement (years 1-8)	\$ 81,003	\$ 102,300		
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VII

Acknowledgements

## Article VII: Acknowledgements

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# THE HISTORIC NORTH END CORRIDOR PLAN: A MAIN STREET RENEWAL PROJECT

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