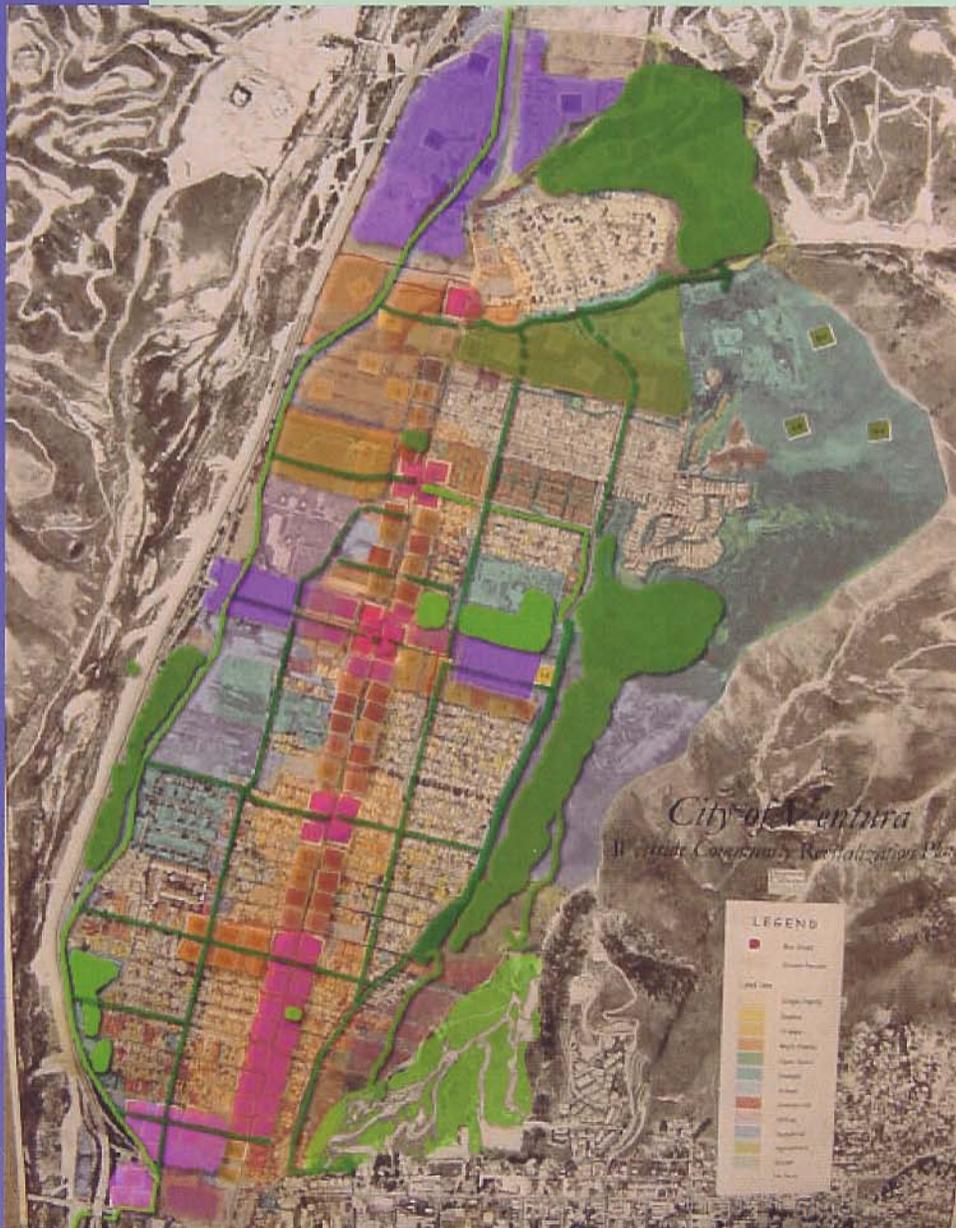


Shaping Our Community's Future: Revitalizing the West Side



January 8, 2002



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The Westside Community Plan was sponsored and funded by the City of Ventura and the Westside Community Council. Special thanks to the citizens of the Westside Community whom participated in the development of this plan.



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I. INTRODUCTION

What is a Revitalization Plan?

“Revitalization” literally means renewal, renaissance, revival, new life, or recovery. When used in a community development context, it represents the infusion of new spirit into a neighborhood. A “revitalization plan” is a tool that cities, communities, and private citizens can use to help prevent or eliminate unwanted blight and urban decay and improve the economic, social, and cultural conditions of a particular area.

The purpose of this revitalization plan is to help the Westside Community accomplish its vision for change and continue the revitalization effort that began more than five years ago. This plan complements the Westside revitalization strategy already under way and addresses the different types of land uses (i.e., residential, commercial, industrial and public) that are critical to bringing about the renaissance of the Westside.

This report documents the community’s consensus land use concept plan that was developed during a community-wide

A “revitalization plan” is a tool that cities, communities, and private citizens can use to help prevent or eliminate unwanted blight and urban decay and improve the economic, social, and cultural conditions of a particular area.

brainstorming exercise in January 2001. Subsequent refinements to the plan were made during follow-up community meetings, focused on refining elements of the plan that affect some of the existing industrial uses. The plan represents the community’s desires for revitalizing the Westside and can help the community focus on its future. It can be used to as a reference guide when discussing specific development projects and can help identify specific areas in which the community should focus its resources.

This plan will not change the City’s Comprehensive Plan or Zoning Code, but can be used to help bring focus to the Comprehensive Plan Update and influence future planning in the community. Further work towards implementation of this plan will be necessary to examine its impacts on community services and infrastructure.





Community characteristics

The Westside Community is one of Ventura's oldest and most economically and culturally diverse neighborhoods. For decades, the oil industry was anchored here, providing thousands of jobs. In the 1920s, it became an area of working class neighborhoods and heavy industry that supported oil production. When the oil industry declined in the 1980's, it greatly affected the city's economy, and the impact was most directly felt on the Westside via increased unemployment and property disinvestment. The vacuum created by the exodus of many oil-related businesses left a large part of the Westside with marginal land uses and a checkerboard of contaminated parcels and "brownfields." It has been struggling to recover ever since.

Today the Westside has a population of approximately 11,700, of which about 40 percent is Hispanic. The Westside boasts a culturally diverse community with a highly involved group of citizens. It is one of the last remaining areas in the city with affordable housing.

The city of Ventura's growth rate is expected to increase by approximately 10,000 people, or 10% percent, by the year 2010 (based on the existing growth rate of 1% per year). With the 1995 adoption of an agricultural preservation ordinance (SOAR), requiring that land use changes on agricultural designated lands be taken to a public vote, Ventura's Westside can position itself to play a crucial role in providing in-fill opportunities for both business and residential reinvestment to help the needs of existing and future residents.

The Westside Community District, as described

in this plan, is bounded by the Ojai Freeway (Hwy 33) to the west, the hills and Grant Park to the east, Shell Road to the north, and ~~Main Street~~ ^{Park Row} to the south. The district encompasses about 1,200 acres and consists of a mix of residential, commercial, and industrial land uses. Most of the area is residential with about 1/4 of the land used for industrial purposes.

Current zoning generally allows for a broad mix of uses throughout the community. It allows a height limit for commercial and retail uses much higher than what existing build-out might indicate. The southern boundary of the community falls within the Downtown Specific Plan area and the Downtown Redevelopment Project area. Both the Downtown Specific Plan and the Westside Urban Design Plan indicate that this area, which extends from Main Street north to Park Row Avenue, is to be redeveloped with mixed-uses. The intent is to provide a comfortable transition between the existing residential neighborhood and the more intense uses of the downtown.

Some of the challenges facing the Westside community include a concentration of residential care facilities, social service centers, rental properties, and hazardous materials sites (largely a legacy of the oil industry). More than half the residents are within the low- to moderate-income range. Some recent improvements include streetscape enhancements, the renovated Casa de Anza building, and a mixed-use development that includes a library and affordable housing.



II. STEPS TOWARD REVITALIZATION: EARLY PROGRESS

Background

In 1996, the city of Ventura began a major focused effort to revitalize the Westside area of the city. It began with a series of public workshops, which led to a community vision plan that was subsequently endorsed by the city and supported by federal block grant funds. With this, and the formation of the neighborhood-based Westside Community Council two years before, a revitalization strategy for the Westside Community was launched.

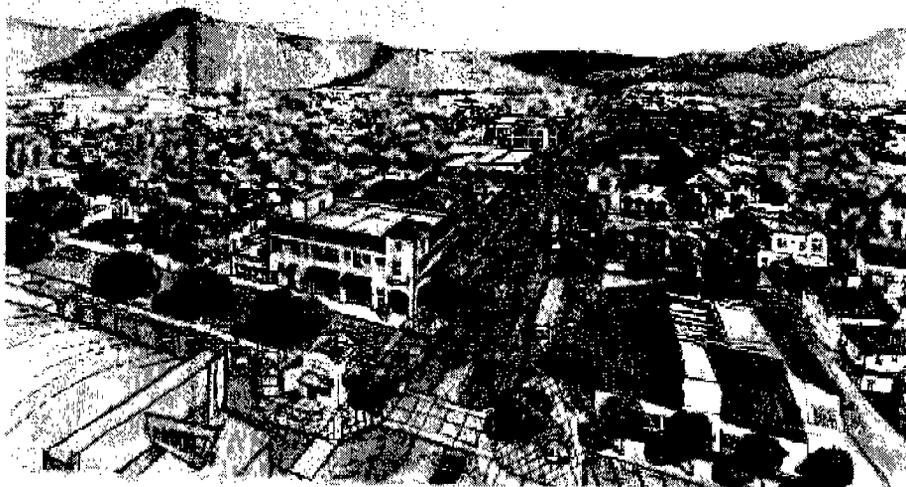
Timeline of Events

- 1994 Formation of the Westside Community Council
- 1996 "Take Part" Westside Workshops
- 1999 Westside Urban Design Plan
- 2000 Ventura Vision Plan
- 2000 Westside Economic Strategy (Draft)
- 2001 Westside PLACE³S Workshops and Conceptual Land Use Plan

Westside Community Council

The Westside Community Council, a public non-profit community-based organization, was formed by Westside residents and businesses in 1994 to address issues at a grass-roots level. Since its inception, the Westside Community Council has been a catalyst in developing urban renewal strategies for the Westside. The council's commitment began through a series of "Take Part" workshops, an intensive 3-month planning effort that resulted in a vision plan for the Westside. Since then, the council has formed various subcommittees to accomplish its goals and objectives related to public safety, revitalization, business, and youth.

The council serves as the impetus for creating change in the Westside. The group meets regularly to discuss new opportunities and to further the revitalization effort. It is supported by the City of Ventura through an adopted Westside Community Revitalization Strategy plan. The Westside Community Council has played a key role in securing grants targeted to this area and is responsible for a variety of projects and programs that support the Westside Vision Plan.

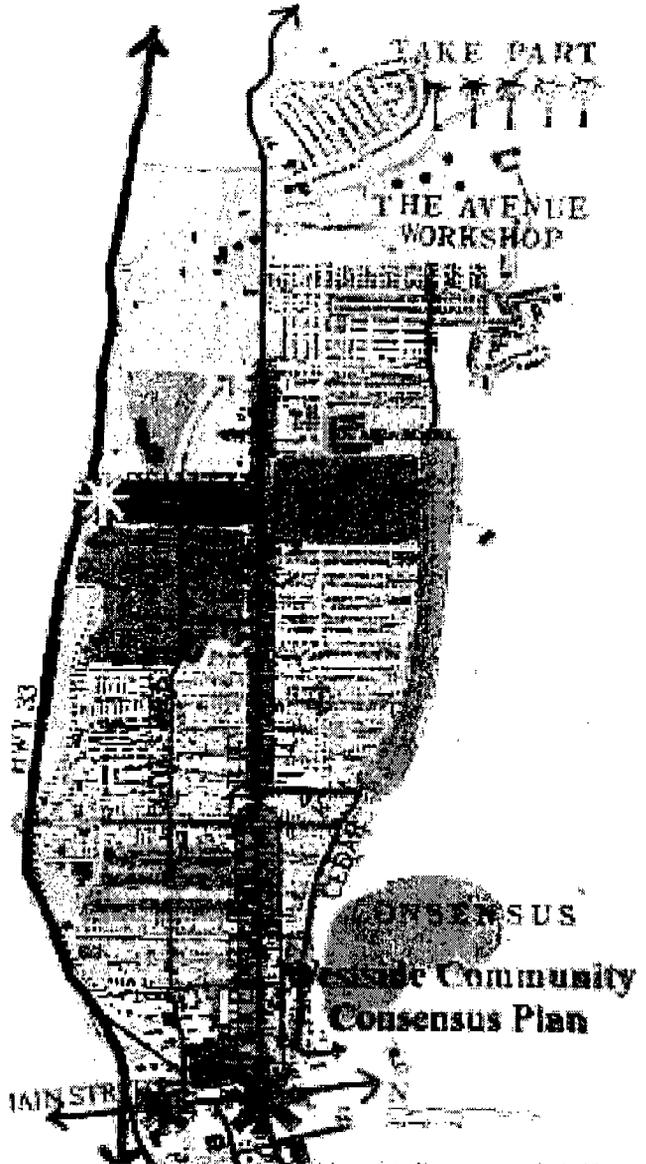




“Take Part” Westside Workshops

Initiated by the Westside Community Council in 1996, the “Take Part” workshops set forth a vision for the Westside community and helped determine its long- and short-term planning goals. Through an intensive community-wide series of workshops, residents, property owners, and city officials created a vision and consensus plan for the Westside to serve as a guide for public/private policy, planning, budgeting, and implementation.

The Take Part workshops resulted in a community-based vision and community consensus plan to protect and enhance the Westside’s character and economic health, focusing on several broad and underlying elements. This plan presented priorities for neighborhood revitalization projects, reinforcing the community’s desire for a small-town feel. It also emphasized transitioning from the oil industry to new economic activities (i.e., high tech) and building on the historical and cultural resources of the area.



Westside Urban Design Plan

Prepared by Mainstreet Architects & Planners, Inc., and Curtis P. Stiles Landscape Architects in January 1999, the Westside Urban Design Plan set forth design guidelines supportive of the community's 1996 vision plan. The urban design plan incorporated key elements such as mixed uses, pedestrian connectivity, open space and landscaping, sensitivity to existing scale and architectural design, transit-oriented development, and a variety of housing options into the overall plan for the community.

Adopted by the City Council in March 1999, the urban design plan established guidelines for reinforcing and enhancing the historic, cultural, and geographic character of the Westside. The plan outlined procedures for renovating existing areas and developing new ones, placing a particular emphasis on pedestrian and transit-oriented uses.



There were a number of strategic revitalization objectives that came out of the Westside Urban Design Plan, including:

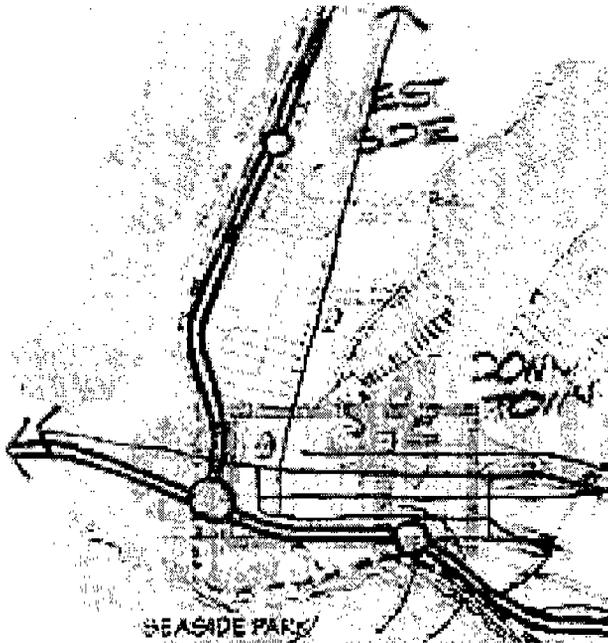
- **Recognition and support** of the existing and historic built character of the Westside;
- **Renovation of the Public Realm** to reinforce the identity of the Westside as a significant district, with an emphasis on the promotion of safe vehicular access and comfortable pedestrian access throughout;
- **Emphasis on creating "pedestrian cores"** comprised of business, residential and cultural/social uses, strategically placed to maximize accessibility; and
- **Comprehensive and strategic planning** to support and replenish the business and industrial base of the Westside.





Ventura Vision Plan

The city of Ventura's Vision Plan 2000 incorporated the goals and objectives developed during the Westside vision process as well as additional community planning strategies. It emphasized plans for improving the Ventura Avenue area as a mixed-use urban village; developing additional parks and recreation facilities; improving circulation, especially along Stanley and Ventura avenues; and cleaning up the industrial and other brownfield sites to provide diverse new high technology and other business opportunities.



Westside Economic Strategy

In 2000, the Rosenow Spevacek Group initiated an economic strategy plan for the Westside to help the City and the Westside Community Council attract additional investment in the area. The strategy assessed the Westside's economic strengths, weaknesses, and opportunities and summarized the existing conditions of the area's residential, industrial, and retail uses. It also examined estimates on assessed land values and industrial employment forecasts for the area.

The economic strategy goals for implementation include:

- Actions that could be taken to achieve the revitalization plan;
- Revitalization efforts that don't impose expensive improvements on property owners (i.e., to keep the rents from increasing beyond what the market will bear);
- Establishing a commercial façade improvement program that subsidizes rehabilitation efforts;
- Public infrastructure and consistent streetscape improvements;
- Developing live/work housing for local artisans; and

Westside Villages

Long-term residential rehabilitation plans (i.e., mitigation of multi-family housing impact on single family housing).

■ ■ ■ ■ ■ ■ ■ ■ ■ ■

III. GUIDING PRINCIPLES AND OBJECTIVES

The following list of guiding principles identifies what needs to be accomplished as part of planning for the Westside's future growth and will serve as a measure of future success. These principles and objectives served as a guiding force throughout the various workshops and planning processes so far. They also are key for the future continuation of those planning efforts.

Circulation

- Develop connections from proposed regional bike trail to adjoining neighborhoods
- Develop neighborhood bike trail for recreational and transportation needs
- Improve public transit and transportation infrastructure
- Install traffic-calming devices to slow traffic through residential neighborhoods
- Add parking facilities to serve commercial areas
- Extend and connect key streets to improve community street network

Urban design

- Maintain small town feel
- Relocate all utility wires underground
- Add "greening" elements to industrial areas
- Add trees, streetscape improvements, art and architectural elements along the Avenue
- Develop major activity areas at Main, Park, Center, Ramona, and Stanley that feature enhanced urban design elements
- Develop gateways into the community at major corridors
- Maintain scale of new buildings compatible with existing neighborhood

Land use

- Develop more mixed-use type buildings and live/work units
- Support existing housing
- Create new commercial opportunities in core areas
- Retain some industrial sites and consider alternative industries, such as high-tech and eco-industry
- Develop historic district near downtown and preserve historic sites throughout the Avenue area

Open space

- Protect existing trees and plant new trees, especially along the Avenue
- Develop pocket parks and neighborhood parks on scattered empty lots
- Develop linear park along freeway from Ramona to Vince
- Improve De Anza School Park with hillside amphitheater

Public facilities

- Locate new library along the Avenue
- Locate new elementary school near Foster School or Park/Olive, including child and adult care facilities
- Build new community pool in Sheridan Way School/Community Center corridor
- Develop amphitheater in new park near De Anza School

Community activities

- Celebrate the Westside with events, street fairs and displays
- Provide a farmer's market site
- Create activity opportunities for the entire area
- Support artisan community

IV. OPPORTUNITIES AND CHALLENGES

As in any community, the Westside has a wide range of ways to implement new ideas and a host of difficulties. The key is to pare down the new ideas to those of the highest priority and to recognize head-on the difficulties or challenges.

Opportunities:

■ **Emerging markets for mixed use in Ventura.** The Downtown Specific Plan has already opened the door for mixed-use opportunities, including a thirty-two unit apartment project combining 11,000 square feet of commercial space, currently under construction. Similarly, the Westside also has experienced new interest in mixed-use development, as demonstrated by the renovation of the Casa de Anza building through a public/private partnership. An emerging demand for live/work opportunities is also fueling development interest in smaller in-fill projects. Key issues in assuring success of such projects include the updating of City codes and standards to accommodate such projects, which are intended to lessen the dependence on cars for access to daily needs.

■ **Emerging development interest on the Avenue.** The Westside has also seen new interest in non-industrial business development, such as the Kinko's corporate center, which is seen as a significant existing draw around which new investment can rally.

■ **Opportunity sites.** There are several key locations that present opportunities for revitalizing the Westside. The additional jobs, housing, and tax revenue could help reverse the area's economic decline.

□ *The old quarry.* This abandoned 15-acre site is located at the very center of the Westside community. As such, it would be an ideal location for a community gathering spot. Ideas that have been explored include a community park or amphitheater. There is also some consideration for providing an extension of Stanley Avenue into the adjacent hill area to the east, with the quarry site being transformed into a unique terraced "business campus."

□ *Ventura and Stanley avenues.* These two corridors are a key junction for the Westside. Stanley Avenue represents the dividing line between the north and south boundaries and provides direct access to the freeway, while Ventura Avenue is the main north/south connection through the entire Westside. Improving these significant travel corridors, identifying the right land uses, and having a strong visual entry point at this intersection would reinforce the avenue's role as a gateway to the Westside and strengthen the community's identity as a physical district.

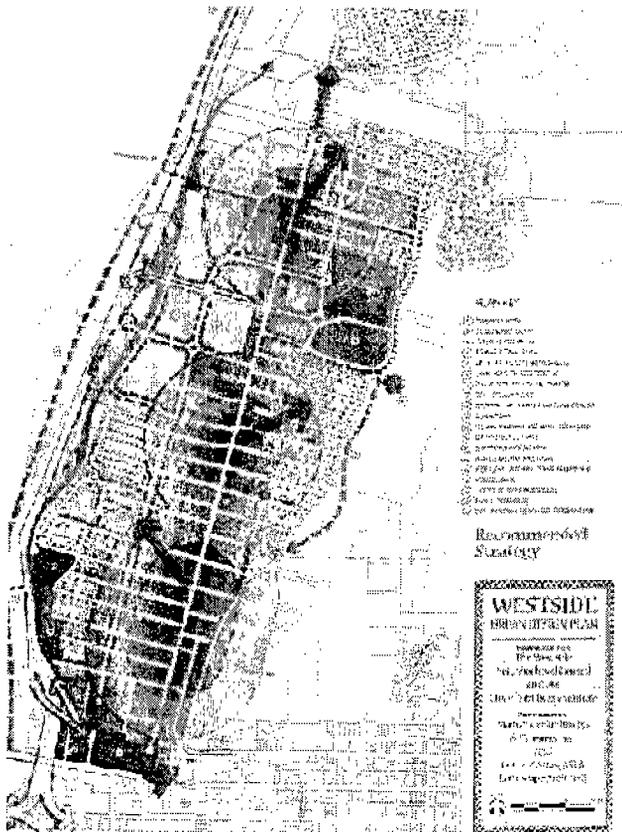
□ *South Avenue area.* The South Avenue area is close to the influences of downtown and falls within an the Downtown Redevelopment Project Area, which is the only redevelopment project area in the city.





□ *Areas of higher intensity, mixed-use development.* Three key areas were identified in the urban design plan and vision as critical places to focus more intensive development. They include a 1/4-mile radius surrounding the intersection at Shoshone Street, the Avenue area between Lewis and Warner, and stretching from Ramona to Park Row Avenue. The renovation of Casa de Anza is the community's first such success.

□ *Community attitudes.* The community is organized around the Westside's revitalization strategy and is excited about its vision for the future. Incremental improvements have kept up the momentum and will further the impetus for change.



Challenges:

■ **Current rent levels.** Current rents for retail, commercial, industrial and multi-family housing are lower than what is optimal for neighborhood revitalization. In essence, the costs associated with building new products outweigh the potential for return on a developer's investment. It is unlikely that the Westside's vision will come to fruition unless the economic issues are resolved.

■ **Zoning and revitalization.** Height, setback and parking requirements play a critical role in the economics of revitalization. Current zoning requirements may constrain new development or rehabilitation, discouraging developers and property owners from taking action. Critical to the revitalization strategy will be ensuring that zoning requirements support the goals and objectives set forth in the urban design plan and vision. This includes standards that allow for intensification of uses while being careful not to overwhelm the existing character and scale of the Westside. Parking strategies, including the provision for well planned and accessible public parking, are also needed to assure that smaller infill parcels can be relieved of the burden of providing on-site parking for uses other than residential.

■ **On-street parking.** Right-of-way design issues may discourage on-street parking. On-street parking is important for shoppers, especially in the South Avenue area, as well as to protect pedestrians from auto traffic.

■ **Existing uses.** Current zoning allows for an unusual mixture of different kinds of uses adjacent to one another. As a result, conflicting adjacent uses – such as scrap yards and recycling facilities next to residential uses – present an opposing visual aesthetic and may discourage investment in properties.



■ **Water moratorium.** Water availability has been an issue for Ventura County for years; a city-imposed moratorium could pose a threat to future revitalization efforts in the Westside. However, development in the more urban context of Westside is likely to consume significantly less water than traditional suburban counterparts.

■ **Dwelling unit allocation.** Opportunities for more owner-occupied attached housing represent an integral component of the Westside’s revitalization strategy. The city’s housing allocation schedule by sub area, known as the Residential Growth Management Program (RGMP), however, may limit the Westside’s ability to attract new housing development. Projects larger than 4 units are subject to this rationing system, and the permitting process is lengthy and expensive.



■ **New developments disconnected with existing community.** Recent developments, such as the “Dakota Tract” and “Sycamore Village” are both physically and perceptually cut off from the majority of the Westside community, with the intersection of Stanley and Ventura avenues being the only real point of connection. Residents in some of these new suburban-like tract developments primarily use the Stanley Avenue freeway connection to access

jobs and services in Santa Barbara and East Ventura, bypassing the South Ventura Avenue area entirely. In this case, proximity to the freeway negatively affects the Westside community.

■ **Community perception issues with development community.** Many developers are conservative in their development speculations and may not be as interested in areas that are perceived to be lower income or to have crime problems – regardless of whether it is true. The Westside must overcome this perception to attract development money and public investment.

■ **School district future plans.** The community wishes to expand the site size and/or community functions of both the Sheridan Way Elementary School and De Anza Middle School. These schools are seen as major community assets that should be fully utilized and expanded to optimize their value to the community. Their central location within the community is important.



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V. STEPS TOWARD REVITALIZATION: MORE RECENT PROGRESS

Workshop Description

Following the 1996 Take Part process, the city of Ventura and Westside Community Council sponsored another series of public workshops in January 2001 in support of the Westside community's revitalization effort. The three-day, community-wide workshops were designed to help the city, citizens, property owners and other stakeholders develop an alternative land-use concept plan for the Westside community that would demonstrate tangible opportunities for revitalization.

The workshop process focused on letting the community dictate what they wanted to see change or remain the same. More than 100 concerned citizens attended the workshops and helped develop consensus on both broad and detailed land-use issues. Participants worked in small groups to create alternative plans for the Westside, and those plans were analyzed. The plans were then synthesized into one final conceptual land-use plan that incorporated all the key themes and ideas presented throughout the workshop.

The timing of this planning process was specifically targeted to coincide with the city's Comprehensive Plan Update. The results of this planning process can be used to guide updates to the Comprehensive Plan and other future land-use decisions in the Westside.

Why the Workshop is a Good Tool

The workshops allowed the community to create a plan that best meets a common vision for the future. The process demonstrated that the participants understood the needs of their

community and the importance of creating a plan based on collective needs, not individual ones.

The urban planning model "PLACE³S" was used during these workshops to demonstrate how growth and development decisions can contribute to overall improved sustainability and maximize the potential for community revitalization. PLACE³S is a state-of-the-art computer mapping tool that uses local geographic, economic, and tax assessor data to generate alternative land use plans and assess how well those plans meet the community's long term vision. It is a Geographic Information Systems (GIS) based tool that operates using ESRI's Arcview software. PLACE³S is being developed in the public sector and is designed to help planners, policy makers, and citizens make decisions that will affect growth and development.

The benefit of using PLACE³S during the workshop was that the GIS component could analyze each of the alternative plans, measure the impacts, and report the results to the participants on the spot. This helped participants understand how their plans might affect the surrounding environment. It provided them a very visual tool for seeing how their land-use scenarios performed in terms of a housing and jobs balance, annual vehicle miles traveled per household, air pollution emissions, transit friendliness and redevelopment potential.





Workshop Materials

Prior to the January 2001 workshop series, several materials were created and included:

■ The base map

The base map consisted of an aerial photograph of the entire Westside community overlaid with a color-coded description of the existing land uses.

■ Menu of building types

A menu of building types helped participants decide what new or different types of products to apply to their alternative land-use plans (see insert). The menu palette represented 31 different building types, including single family, multi family, commercial, mixed use, industrial and public products. Specified for each building type was a corresponding estimate of net housing and employees per acre, the number of stories and use per floor, parking requirements, and a graphic example of what the product might look like.

Members of the Westside Community Council and city staff reviewed and modified the building types, approved the density yields, and selected local imagery to represent each product type.

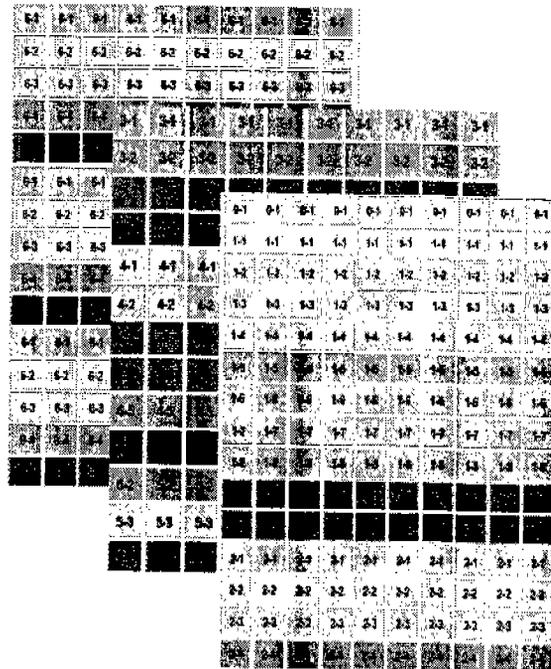
■ The chips

Color-coded "chips" were created that corresponded to each product on the building types menu. These chips were placed on the base map to designate a land-use change, thus creating a new land-use plan.

Base Map - This is a representative section of the base map that was used during the workshops.



Chip Sets - Examples of PLACE³S "chips" used for the workshops.





■ Resource maps

A set of resource maps showing the location and allocation of various land uses in the Westside served as a reference for participants as they worked on their land-use plans. Resource maps included:

- Apartments greater than three units
- Vacant land by zone
- Residential land
- Employment land
- Open space

Workshop Results

Day 1: Create alternative land-use plans

After an initial introduction about the workshop process and objectives, participants broke into small groups and began developing their preferred alternative plan for the Westside. Each table's facilitator engaged the group in a meaningful discussion about the issues and concerns facing the Westside and reviewed the guiding principles of this revitalization effort, as summarized from the vision plan. Participants carefully studied the menu of building types and then placed the building type "chips" on the base map to label where they would like to see a land-use change. The PLACE³S tool was used during the workshop to record and measure the impacts of the different land-use scenarios in "real time" so that the participants could take full advantage of understanding the impacts of their plans. A spokesperson from each group presented an alternative plan at the end of the work session.

Results/conclusions: Seven alternative land-use plans were created (see Appendix A).

Day 2: Synthesize alternative plans and create draft consensus plan

The project team convened the following day to synthesize all the alternative concepts generated the evening before and combine them into one draft consensus plan. In the evening, the participants once again gathered at the Westside Senior Center and organized into seven small groups. Their charge this time was to react to the draft consensus plan and indicator results and make changes to their previously created plan based on new ideas and concepts presented.

PLACE³S again was employed to engage the participants in an interactive, participatory and analytical process to evaluate their land-use plans and measure the impacts.

Results/conclusions: All seven alternative land-use plans were synthesized into one draft consensus plan that represented key themes and significant community values. The workshop process allowed participants to discuss what worked, what didn't work and where any weaknesses or inaccuracies existed. The common themes of the plans included:

- Supporting Stanley Avenue as a focal point or gateway
- Adding more greenspace and other public spaces
- Creating artist area(s)
- Providing additional mixed use opportunities
- Adding or expanding existing schools with a pool
- "Greening" of the Westside and concentrating industry north
- Creating an amphitheater
- Emphasizing owner-occupied housing

The plans differed mostly around Stanley Avenue, with regard to the type of land uses that should be supported both to the east and west of the avenue.

Common Themes and Differences

Commonalities	Differences
Stanley Avenue as a focal point	Stanley (east of Avenue)
More greenspace and other public space	- Office
Artist area(s)	- Retail
Mixed use	- Mixed Use
Schools/pool	- Industrial
"Green" the Westside	Stanley extension (west of Avenue)
Concentrate industry north	- Housing
New amphitheatre	- Greening
Owner occupied housing emphasis	- Industrial
	- School

Day 3: Create a consensus plan and discuss implementation strategies

On the third day, the project team met in the morning to fine tune the draft consensus plan into a Conceptual Land Use Plan for the Westside Community and to prepare materials for a final discussion. Much of the workshop functioned as an open forum where citizens voiced their thoughts, comments, and concerns about the Conceptual Land Use Plan.

Results/conclusions: Information presented and collected during Day 2 of the workshop was used to create a Conceptual Land Use Plan for the Westside Community. Strategies for implementation were also developed during this workshop to help put the plan into action.

Follow-Up Meetings to Refine Plan

The workshop proceedings and Conceptual Land Use Plan were documented in a draft version of this report dated June 2, 2001. The draft plan was presented to the community, the Westside Community Council, and the City of Ventura staff for review and comment during the summer of 2001. This review period aired some opposing views on a few of the suggested land use designations in the draft plan. PLACE³S was used during follow-up meetings in November 2001, to acquire critical comments on the plan, make refinements as appropriate, and present a Final Conceptual Land Use Plan for adoption, based on community consensus. One of these meetings convened a subgroup of industrial land owners; the other was held with members of the community at large at the Westside Senior Center.

The results of these meetings are detailed in the attached Final Conceptual Land Use Plan (see foldout map for reference) and are summarized in the analysis that follows. The most significant changes to the Conceptual Land Use Plan were to:

- 1) retain more of the land north of Sycamore Village for industrial uses by changing a few of the parcels in this area from a residential use designation in the draft plan back to their current industrial use designation;
- 2) change the land use designation for some of the above mentioned parcels that front North Ventura Avenue to a new, higher industrial use than what currently exists;
- 3) create a new mixed use designation that allows for certain kinds of industrial uses on the ground floor with offices or housing above, for the benefit of retaining the overall industrial character of the Westside and to save special light industrial uses that would be compatible with the development of a mix of other uses along the Avenue;



- 4) convert the land north of Stanley and west of Ventura Avenue (former Kinkos Headquarters) to a mixed use center with office, retail, and residential uses, along with a new road through the complex; and
- 5) change the land use designation on a parcel located south of the Dakota housing tract from open space to a school use designation with a neighborhood park, plus single family residential housing.
- 2) the City and County will work together to find land with appropriate zoning and current or future City services to relocate some of the industrial uses along Ventura Avenue; and
- 3) the Arts Village in the southwest corner of the plan area will be integrated with the downtown area as well as the balance of the Westside Community.

In addition, the following enhancements to the plan were identified:

- 1) City staff will initiate a sub-committee to help formulate more flexible, non-conforming use standards to assist existing property and business owners in the transition;

This Final Conceptual Land Use Plan represents the community's vision for the Westside. It can be used as the basis for further land use planning work in the Westside community and, upon consensus from the Westside Community Council, be used to guide updates to the City's Comprehensive Plan.

Indicator Results for Final Conceptual Land Use Plan
(Assumes build out to full capacity of land use type)

Indicators	Existing	Existing Zoning	Final Recommended Revitalization Plan
Dwelling Unit Totals	4,638	7,827	10,628
Employment Totals	9,105	9,706	20,745
Dwelling Units per Acre	4	6	8
Employees Per Acre	7	8	16
% Change in Household VMT from Base Case	0.00%	-4.75%	-8.91%
% Change in Average Annual Vehicle Emissions per Household, in grams	0.00%	-4.75%	-8.91%
% Change in Annual Household BTUs (energy use) from Base Case for vehicles	0.00%	-4.75%	-8.91%
Annual Health Related Costs of vehicle emissions per household	\$832.20	\$792.71	\$758.03
Overall Transit Friendliness (scale of 1-5)	1.95	1.94	2.34





VI. THE RESULTS: A PLAN FOR THE WESTSIDE

Key concepts

There were a number of concepts that emerged clearly from the workshop discussions and exercises. While these concepts by their nature do not provide details, they are extremely valuable in that they outline a clear direction for future growth. They include:

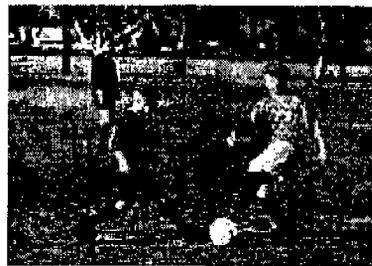
■ **The Avenue.** The Avenue is clearly the most significant corridor on the Westside, connecting the north and south boundaries of the community. The final concept plan calls for mixed-use development along South Ventura Avenue, as well as along transit stops throughout North Ventura Avenue.

■ **Areas of higher intensity, mixed-use development.** Three key areas along Ventura Avenue were identified as appropriate locations to focus more intense pedestrian-oriented mixed-use development. These include a ¼-mile radius surrounding the intersection at Shoshone Street, the Avenue area between Lewis and Warner, and stretching from Ramona to Park Row Avenue.



■ **Open spaces.** A well-identified and reiterated priority was to provide enhanced access to parks and open space. Ideas for additional parks and open space included:

- Pockets parks, especially in older neighborhoods
- Trail access to Grant Park
- Preserving the apple orchard as open space
- Converting some of the former oil industrial areas to the north of the Sycamore Village tract into open space
- Converting the old quarry into an open space amenity such as an Amphitheater (similar to Ojai's Libby Bowl or Ashland's Shakespearean Festival) and extending a linear park south from the old quarry to connect with Grant Park.
- Expanding Westpark and/or De Anza Park as an opportunity to increase active recreation resources



■ **New uses.** New land-use concepts throughout the Westside include:

- Renovation of the uses on Ventura Avenue, south of Stanley, including a combination of residential and mixed-use development. Some of the mixed-use development could include and/or retain light industrial uses.



- Creating additional housing opportunities, such as live/work spaces and co-housing along and nearby Ventura Avenue.
- Renovation of Ramona Street between Olive and Ventura Avenue with a cluster of owner-occupied rowhouses and condominiums.
- Developing the Park Row Avenue neighborhood behind the Westside shopping center into an arts village, with live/work opportunities and mixed-use development.
- Developing a mixed use complex in the area north of Stanley Avenue and west of Ventura Avenue that includes residential, retail, and office uses.

■ **School sites.** Preserving, expanding and improving existing schools (i.e., De Anza School and Sheridan Way Elementary) are important goals in this revitalization effort. A large parcel located below the Dakota housing tract was identified as a possible site for a new school facility. The school district's plans to build a new facility north of the Westside, past Shell Road, are not supported by the Westside Community Council.

■ **Protect existing job base.** Keeping some of the industrial uses, particularly in the area north of the Dakota housing tract, is important for maintaining the existing job base. Preserving land in the north end of the community also could serve as an industrial land sanctuary, where existing businesses could potentially relocate.

■ **Valuing what currently exists.** There are a number of features of characteristics that workshop participants said they wanted to keep for the Westside. They included: preserving residential areas, preserving existing housing

stock; retaining the industrial and artistic character, and providing lateral bike and pedestrian access to existing trails.

Possible Future Changes

Planning and growth have one important factor in common: the result is always some level of change. But growth without planning means change occurs haphazardly – and probably not to many people's liking. Planning for growth brings changes also; however, the result is a set of carefully thought out changes shaped according to the community's wishes. Below are some possible changes in the Westside based on the most recent workshop results, as well as on the many previous planning efforts.

■ **Housing.** Under existing conditions, there are potentially more than 4,600 housing units today. Built to capacity, the recommended land-use concept plan would nearly double the existing amount of housing, generating about 4,600 new housing units for a total of 9,200 units.

■ **Employment.** The land-use concept plan could generate nearly 6,500 additional jobs above the estimated 9,100 jobs that currently exist. According to the PLACE³S model, the



potential for employment opportunities in the Westside would increase only by about 600 jobs throughout the entire Westside under the current zoning requirements.

■ **Indicators.** The PLACE³S tool can analyze a set of community-valued indicators that help the community understand the effects of different land-use plans. Below are the indicators selected to be analyzed for the Westside.

- *Jobs/housing balance:* Given the current economic conditions in the Westside, the land-use concept plan would accommodate a little more than one and a half employees per dwelling unit.
- *Vehicle miles traveled:* If the land-use concept plan were fully implemented, the annual rate of vehicle miles traveled per household would decrease by nearly 7 percent.
- *Air emissions:* This indicator describes how air pollution will be affected under a given land-use plan. In this case, the conceptual land-use plan would decrease air emissions by nearly 7 percent below what exists today.
- *Transit friendliness:* The overall transit friendliness of the land-use concept plan would increase by about 20% from the existing land use pattern (from about 1.95 to 2.38 on a scale from 1 to 5).

Revitalization Potential

PLACE³S has an “urban revitalization module” that is able to estimate the cost-effectiveness of different land-use patterns on individual parcels. This helps determine whether it is cost-effective to construct buildings that are allowed by the zoning code under current market conditions. For this indicator, local data on land values, demolition costs, residential and commercial rents, and construction costs were used to determine the land-use concept plan’s potential for revitalization.

Based on the current economic conditions in the Westside, the potential for reinvestment likely will depend on several factors. Those factors include: whether a three-story development will be allowed in some areas, especially along Ventura Avenue; converting some properties from rental to homeownership; reduced public and private parking requirements; and public investment. The economic assumptions that were used to run the revitalization module are included in Appendix B.

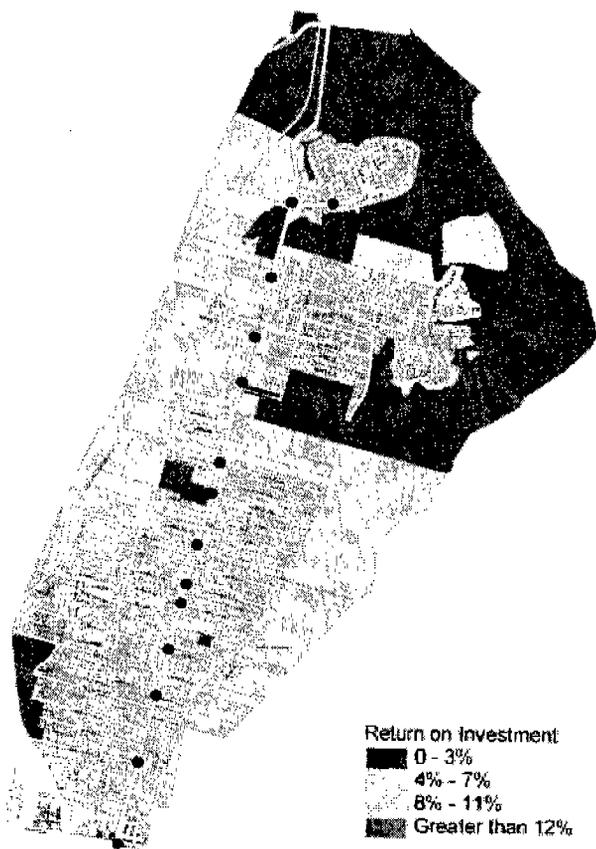




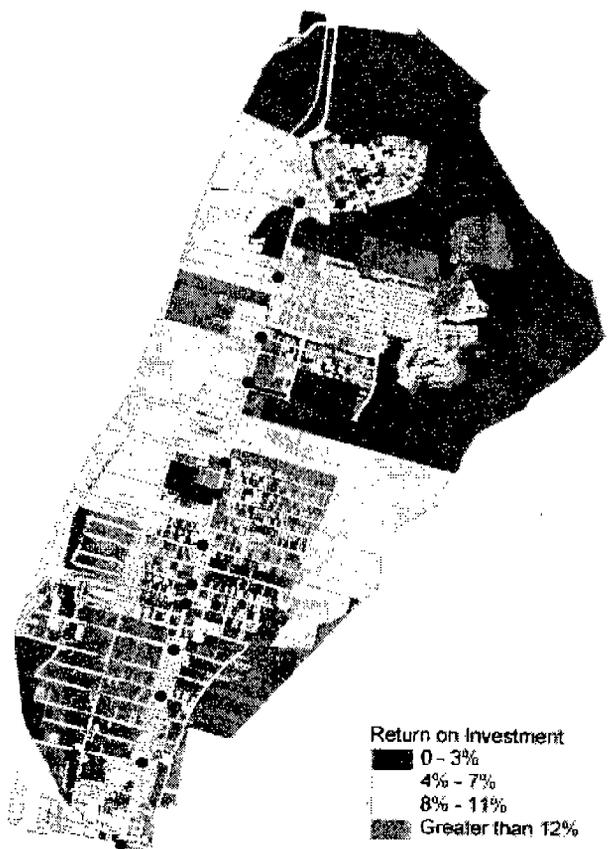
Results of the PLACE³S Revitalization Module

The maps below indicate the potential for revitalization based on the recommended land use concept plan. For comparison purposes, the map on the left shows what the revitalization potential would be if all housing products were assumed to generate a rental rate of \$1.20/square foot per month, which is approximately today's current rental rate (economic data provided by RSG, Inc.). The map on the right demonstrates the potential for revitalization using owner-occupied housing prices, which are approximately \$1.75/square foot per month. Revitalization potential is determined based on a developer's "return on investment", or "ROI". In general, industry standards typically assume that a rate of return on investment greater than 8% is usually considered economically feasible.

This means that, under the current conditions in the Westside, it is not only a community preference, but also an economic necessity that new and revitalized housing be built for owner occupancy, in order to support the goals of the Westside Revitalization Strategy. With an increase in owner occupied housing, retail rental rates, which are currently only \$0.65/square feet, will probably increase over time and spawn further commercial revitalization, especially along the Avenue.



Revitalization Potential Based on Residential Rents (\$1.20/sqft/mo)



Revitalization Potential Based on Residential Owner-Occupied Rents (\$1.75/sqft/mo)

Products with some Residential Component

The charts below show the potential average ROI for each individual building type in the Land Use Concept Plan.

Average ROI

Land Use Concept Plan Building Types	Owner Occupied Residential Rates	Rental Residential Rates
0-1 Farm House (1 story)	8.0%	5.0%
1-1 Single Family (1 story)	9.5%	6.3%
1-2 Single Family NEW (2 story)	14.0%	10%
1-3 Duplex (1 story)	11.3%	7.5%
1-4 Duplex NEW (2 story)	14.0%	9.0%
1-5 Co-Housing	13.0%	8.3%
1-8 Rowhouse/Condo NEW (3 story)	13.5%	8.9%
1-9 Multi-Family (2 story)	12.2%	8.1%
1-10 Multi-Family NEW (2.5 story)	13.7%	8.9%
2-1 Live-Work Units NEW (60/40 split)	11.8%	8.8%
3-1 Mixed Use (3-story ret/res/res conventional)	8.8%	6.3%
3-1(a) Mixed Use (3-story ret/res/res transit oriented)	10.0%	7.0%
3-2 Mixed Use NEW (3-story ret/off/res conventional)	8.5%	6.8%
3-2(a) Mixed Use NEW (3-story ret/off/res transit oriented)	9.1%	7.5%
3-3 Mixed Use - Ret/Res 2 Story (conventional)	8.9%	6.6%
3-3(a) Mixed Use - Ret/Res 2 Story (transit oriented)	9.7%	7.3%

To better understand how the potential for revitalization is affected by different building styles, the PLACE³S Revitalization Module was run for both a conventional-style and transit-oriented style mixed use product, with both a 2-story and 3-story height limit. The conventional products were modeled assuming two spaces of parking for each residential unit and 2.5 spaces per 1,000 sqft retail/office use, with a landscaping setback of 30 percent. For the mixed use products with a more transit oriented development style (indicated in ***bold italics***), the model assumed 1.3 spaces of residential parking and 1 space per 1,000 sqft retail and office parking, with a 15 percent landscaping setback. As the results indicate, owner-occupied housing yields a higher ROI than regular rental rates, as does a “transit oriented” style approach to development.

For example, PLACE³S menu item 3-1 is a 3-story mixed building with retail on the ground floor and housing above. It uses fairly standard parking ratios of 2 spaces per dwelling unit and 2.5 spaces per 1,000 square feet of retail. All parking is in a surface lot. PLACE³S menu item 3-1(a) is the same type of building but with a different approach to parking. The parking ratios are reduced to 1.3 spaces per dwelling unit and 1 space per 1,000 square of retail space. Nearly 70 percent of the parking is tucked under the building, the remainder in a surface lot. In this case, the model indicates that the owner-occupied, transit oriented style product has an average ROI of almost 4 percent higher than the conventional style housing development with regular rental rates.

Non-Residential Products

Land Use Concept Plan Building Types	Rental Rates
2-1 Commercial	5.7%
2-2 Commercial NEW	7.3%
2-3 Commercial Plan Dev	6.0%
2-5 Office	7.4%
3-4 Mixed Use - Ret/Off 2 Story (conventional)	5.5%
3-4(a) Mixed Use - Ret/Off 2 Story (transit oriented)	6.0%
4-1 Industrial	5.3%
4-2 Industrial NEW	6.9%
4-3 Manufacturing Plan Dev	7.0%
4-5 Industrial Oil Field	1.0%
5-2 Downtown Residential	4.6%
5-3 Schools	5.0%
5-4 Other Public	6.8%
6-3 Pocket Park	0.0%
6-4 Open Space	0.0%
6-5 Linear Open Space	0.0%



Because rents on the Westside are currently below the city's average, the rate of ROI for non-residential products is also correspondingly low. It is assumed that once residential rates increase and can support more retail and office uses, especially along Stanley Avenue and Ventura Avenue, the potential for commercial revitalization will also increase.

The first development projects to implement a new plan are always the most important, and the most difficult to attract. While City investment in public infrastructure projects such as streetscape improvements could generate interest in private sector investment, a greater impetus will likely be needed to spawn revitalization. Because of perception issues and low retail, office, and rental residential market lease rates, it is going to be necessary to rely on owner occupied residential products to lead the turn around of key parcels and nodes on Ventura Avenue.

Two stories of housing above one story of retail is probably going to be the best product that is consistent with community values and the Plan. While one story of housing above one story of retail shows an ROI over 8 percent, the three-story product performs better. After lease rates for uses other than owner occupied housing start to rise in the area the two story products will work better. To balance some of the community concern with taller buildings with the objective of spurring reinvestment, the implementation strategy should focus on directing three-story developments into the key nodes.

Given the current economic assumptions for the Westside, the total construction

value for the products yielding an 8 percent or better ROI in the Recommended Land Use Concept Plan would be nearly \$2,037,818,504.

The following charts provide a summary of the average ROI, sorted in descending order from the products with the greatest potential to the least potential for revitalization.

Products Sorted by Rate of Return on Investment for Owner-Occupied Residential Rents

ROI for Residential Owner-Occupied Rents	Products with Some Residential Component
14.0%	1-2 Single Family NEW (2 story)
14.0%	1-4 Duplex NEW (2 story)
13.7%	1-10 Multi-Family NEW (2.5 story)
13.5%	1-8 Rowhouse/Condo NEW (3 story)
13.0%	1-5 Co-Housing
12.2%	1-9 Multi-Family (2 story)
11.8%	2-1 Live-Work Units NEW (60/40 split)
11.3%	1-3 Duplex (1 story)
10.0%	3-1(a) Mixed Use (3-story ret/res/res transit oriented)
9.7%	3-3(a) Mixed Use - Ret/Res 2 Story (transit oriented)
9.5%	1-1 Single Family (1 story)
9.1%	3-2(a) Mixed Use NEW (3-story ret/off/res transit oriented)
8.9%	3-3 Mixed Use - Ret/Res 2 Story (conventional)
8.8%	3-1 Mixed Use (3-story ret/res/res conventional)
8.5%	3-2 Mixed Use NEW (3-story ret/off/res conventional)
8.0%	0-1 Farm House (1 story)

Products Sorted by Rate of Return on Investment for Residential Rents

ROI for Residential Rental Rates	Products with Some Residential Component
9.9%	1-2 Single Family NEW (2 story)
9.0%	1-4 Duplex NEW (2 story)
8.9%	1-8 Rowhouse/Condo NEW (3 story)
8.9%	1-10 Multi-Family NEW (2.5 story)
8.8%	2-1 Live-Work Units NEW (60/40 split)
8.3%	1-5 Co-Housing
8.1%	1-9 Multi-Family (2 story)
7.5%	1-3 Duplex (1 story)
7.5%	3-2(a) Mixed Use NEW (3-story ret/off/res transit oriented)
7.3%	3-3(a) Mixed Use - Ret/Res 2 Story (transit oriented)
7.0%	3-1(a) Mixed Use (3-story ret/res/res transit oriented)
6.8%	3-2 Mixed Use NEW (3-story ret/off/res conventional)
6.6%	3-3 Mixed Use - Ret/Res 2 Story (conventional)
6.3%	1-1 Single Family (1 story)
6.3%	3-1 Mixed Use (3-story ret/res/res conventional)
5.0%	0-1 Farm House (1 story)

Non-Residential Products Sorted by Rate of Return on Investment

ROI for Typical Non-Res Rental Rates	Non-Residential Products
7.4%	2-5 Office
7.3%	2-2 Commercial NEW
7.0%	4-3 Manufacturing Plan Dev
6.9%	4-2 Industrial NEW
6.8%	5-4 Other Public
6.0%	2-3 Commercial Plan Dev
6.0%	3-4(a) Mixed Use - Ret/Off 2 Story (transit oriented)
5.7%	2-1 Commercial
5.5%	3-4 Mixed Use - Ret/Off 2 Story (conventional)
5.3%	4-1 Industrial
5.0%	5-3 Schools
4.6%	5-2 Downtown Residential
1.0%	4-5 Industrial Oil Field
0.0%	6-3 Pocket Park
0.0%	6-4 Open Space
0.0%	6-5 Linear Open Space

VII. IMPLEMENTATION: HOW DO WE MAKE THIS HAPPEN?

No matter how strong the plan, it won't go far without the strategies in place to implement it. Below are some ways in which the Westside community can work with the city and other partners to move forward with revitalizing the Westside.

Foster continued momentum and community involvement

- Involve many stakeholders in the revitalization effort
- Develop multiple projects, both short and long term
- Maintain committed and ongoing leadership
- Continued community organization and communication via Westside Community Council
- Supportive government
- Ongoing review

Take early actions

- Develop action plan as soon as possible, identifying projects with responsible parties (public, private, and public/private partnerships), timelines and budgets.
- Know where to find funding resources (i.e., Community Development Block Grant funds, existing Redevelopment Project Area on south end, limited city general fund money for commercial rehab, city home buyer assistance program, other federal grants related to brownfields, and private investments)

- Start with pilot projects (i.e., arts village and prototype mixed-use development in South Avenue area)
- Update the Downtown Specific Plan or develop new specific plan (less than 100 acres) for southern portion of the Avenue and develop incentive package
- Maintain active partnership between city and private sector to market area, including the budding Arts Village in the southwest corner of the Westside Community
- Initiate a sub-committee to help formulate more flexible, non-conforming use standards to assist existing property and business owners in the transition
- Find land with appropriate zoning and current or future City services to relocate some of the industrial uses along Ventura Avenue
- Create marketing and educational campaign by community, city, property owners and business community to promote assets of area

Understand planning standards

- Make it easy to do what you want and difficult to do what you don't want
- Actively engage in city comprehensive plan update process
- Check comp plan designations and zoning standards to see if building types in plans are allowed:
 - Planning and development standards
 - Land uses
 - Heights and intensity of uses
 - Parking requirements



- Check the Land Use Element in the Comprehensive Plan to see if undesirable land uses are being allowed that make it difficult to implement plan. For example:
 - Industrial uses on main street are located in south portion of Ventura Avenue
 - Ground floor uses on main street that don't promote pedestrian activity

Identify public investment/committed projects

- Shared parking and transportation improvements
- Streetscape needs, especially street trees along Ventura Avenue and Olive Avenue (develop partnership opportunities)
- Open space (old quarry, school parks, access to trails and Grant Park, bike and pedestrian connections)
- Ventura Avenue improvements (traffic calming, public art)
- Gateway design and right-of-way works at Simpson and Park Row Avenue
- Widen Stanley Avenue and place signals at Olive and Stanley avenues

Celebrate successes

- Time community festivals (street dances, parades, food and fun) with completion of major improvements
- Invite rest of the community
- Invest in moment through active participation in the Westside Community Council

VIII. Conclusion

This report documents the community's consensus land use concept plan for revitalizing the Westside. It is intended to help the Westside community accomplish its vision for change and continue the revitalization effort that began several years ago. The concepts that are detailed in this plan can be used to help guide future land use decisions and serve as a resource guide for discussing specific development projects in the Westside and ways in which they can be funded.

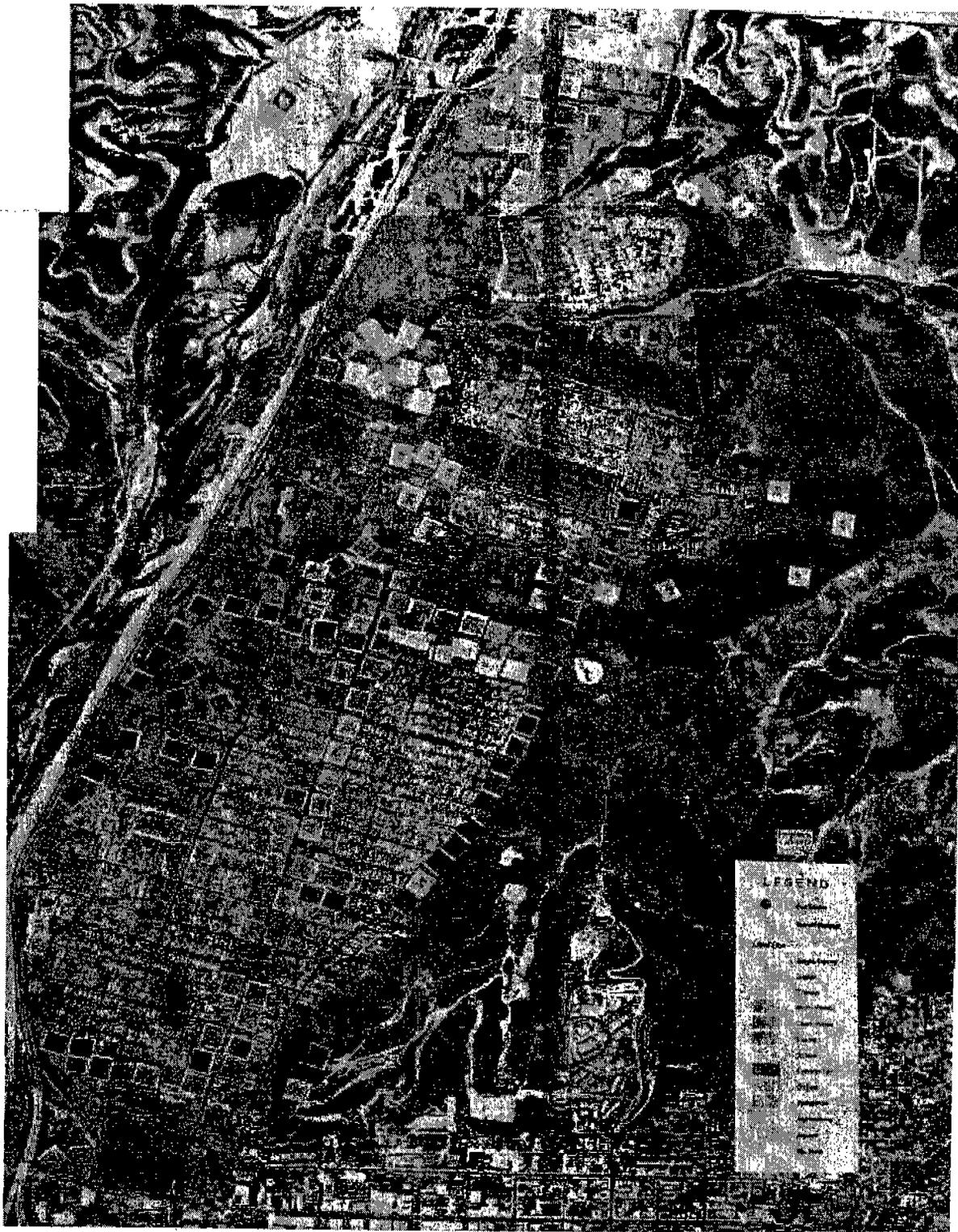
This plan will not change the City's Comprehensive Plan or Zoning Code, but can be used to help bring focus to the Comprehensive Plan Update and influence future planning in the Westside Community. Further work towards implementation of this plan will be necessary to examine its impacts on community services and infrastructure, such as police and fire protection and public works projects.

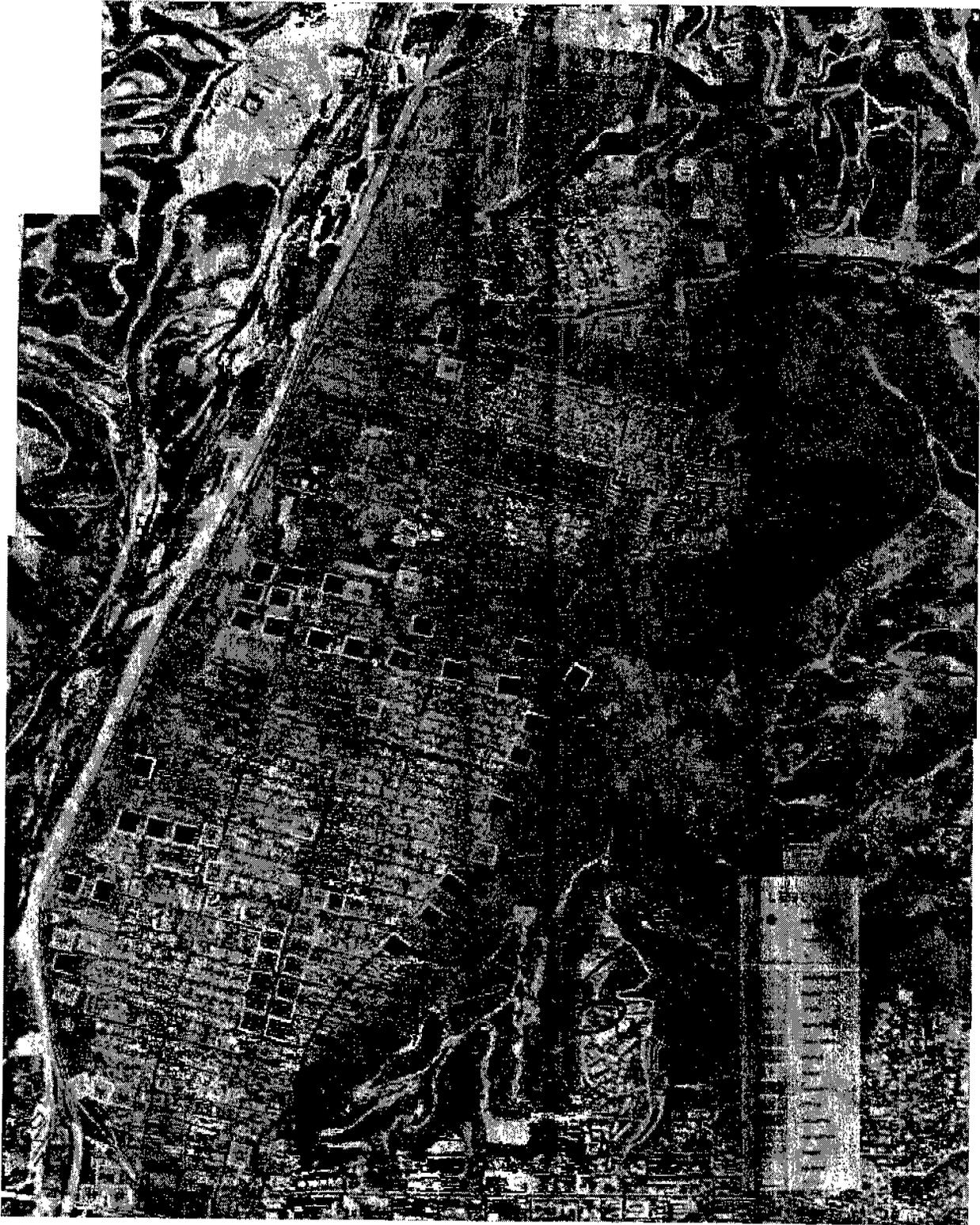


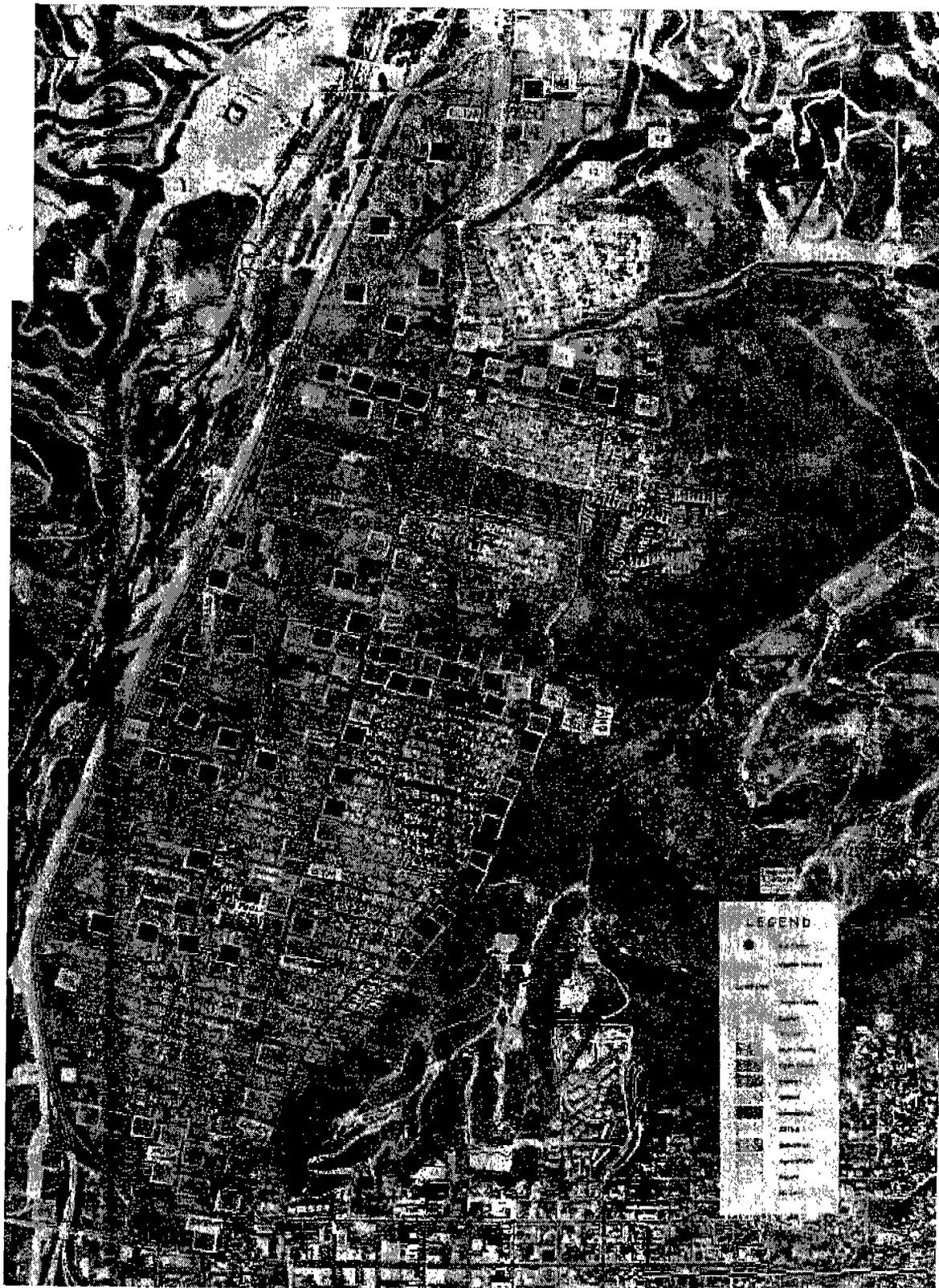












APPENDIX B

(Data provided by RSG, Inc.)

■ Parking Construction Costs (per space):

- \$1,600 Surface parking
- \$9,500 Tuck-under parking
- \$7,500 Structured parking

■ Annual Operating Costs (sqft):

- \$0.70 Retail
- \$0.80 Office
- \$1.50 Residential
- \$0.35 Industrial

■ Demolition as 3% of Improvement Value

■ 12% margin

■ 9.5% capitalization rate

■ Construction Costs (sqft):

- \$120 residential
- \$100 commercial
- \$100 retail
- \$0.65 industrial

■ Rents (sqft):

- \$1.75 owner occupied housing
- \$1.20 rental housing
- \$0.90 commercial
- \$0.65 retail
- \$0.60 industrial

Menu of Building Types



Westside
Community
Council



MAINSTREET
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PLACE ³ S Code	Building Type (Zone Category)	Dwellings per Net Acre	Employees per Net Acre	Number of Stories	Floor Use	Type of Parking	Parking per 1,000 sqft or Dwelling Unit	Example
0-1	Farm House (R-A)	1	--	1	Res	Surface	2	
1-1	Single Family (R-1/R-P-D)	5.4	--	1	Res	Surface	2	
1-2	Single Family NEW (w/Accessory Unit) (R-1/R-P-D)	12.9	--	2	Res	Surface	2	
1-3	Duplex (R-2)	8.8	--	1	Res	Surface	2	
1-4	Duplex NEW (R-2)	10.3	--	2	Res	Surface	2	
1-5	Co-Housing NEW (R-2)	23.6	--	2	Res	Surface	1.3	
1-6	Mobile Home/ Trailer Park (R-2/R-3)	15.2	--	1	Res	Surface	2	

Residential

Commercial

1-7	Rowhouse/Condo (R-P-D)	19	--	2	Res	Surface	2	
1-8	Rowhouse/Condo NEW (R-P-D)	39.5	--	3	Res	Tuckunder/Surface	1.3	
1-9	Multi-Family (R-3)	19.9	--	2	Res	Surface	2	
1-10	Multi-Family NEW (R-3)	37.2	--	2.5	Res	Tuckunder/Surface	1.3	
2-1	Live-Work Units NEW (C-1-A/C-2/M-X-D)	26.5	70.9	2	Off/Res	Surface	1	
2-2	Commercial (C-1-A/C-2)	--	36.3	1	Com	Surface	3.3	
2-3	Commercial NEW (C-1-A/C-2)	--	78.9	2	Com	Surface	2	
2-4	Commercial Plan Dev (C-P-D)	--	51.6	1	Com	Surface	3.3	
2-5	Office NEW (C-1-A/C-2)	--	143.3	3	Office	Surface	2	

Menu of Building Types



Westside
Community
Council



MAINSTREET
ARCHITECTS + PLANNERS, INC.



Response
Architecture
ASSOCIATES

	PLACE ³ S Code	Building Type (Zone Category)	Dwellings per Net Acre	Employees per Net Acre	Number of Stories	Floor Use	Type of Parking	Parking per 1,000 sqft or Dwelling Unit	Example
Mixed Use	3-1	Mixed Use (M-X-D)	15.9	26.1	3	Ret/Res	Surface	4.5	
	3-2	Mixed Use NEW (M-X-D)	30.6	81.7	3	Ret/Off/Res	Tuckunder/Surface	3.3	
	3-3	2-Story Mixed Use (Retail/Residential) (M-X-D)	26.1	65.2	2	Ret/Res	Surface	1.3	
	3-4	2-Story Mixed Use (Retail/Office) (M-X-D)	--	158.6	2	Ret/Off	Surface	1.3	
Industrial	4-1	Industrial (M-1/M-2/M-3)	--	10.4	1	Ind	Surface	3.3	
	4-2	Industrial NEW (M-1/M-2/M-3)	--	24.6	2	Ind	Surface	2	
	4-3	Manufacturing Planned Development (M-P-D)	--	15	1	Ind	Surface	3.3	

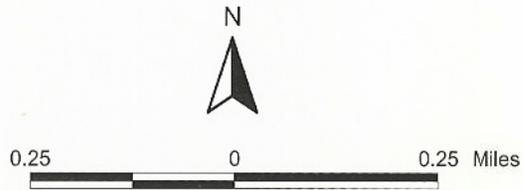
Other

4-4	(M-X-D)								
4-5	Industrial Oil Field (M-1/M-2/M-3)	--	1	1	Ind	Surface		1	
5-1	Hospital (H)	8.3	44.7	2	Res/Com	Surface		3.3	
5-2	Downtown Residential (D-R)	30.9	--	2	Res	Surface		2	
5-3	Schools	--	21.7	1	Com	Surface		2	
5-4	Other Public	--	43.1	1	Com	Surface		4	

Parks & OS

6-1	Plazas		6-4	Open Space	
6-2	Neighborhood Park		6-5	Linear Open Space	
6-3	Pocket Park				

City of Ventura Westside Revitalization Concept Plan



Note: This is a preliminary plan based upon community input gathered during a 3-day public workshop process held in Westside Ventura in January 2001, with plan refinements made during a set of follow-up community meetings in November 2001. Map printed January 8, 2002.





Legend

Y Bus Stops

PLACE³S Categories

- 0-1 Farm House
- 1-1 Single Family
- 1-2 Single Family NEW
- 1-3 Duplex
- 1-4 Duplex NEW
- 1-5 Co-Housing NEW
- 1-6 Mobile Home Park
- 1-7 Rowhouse/Condo
- 1-8 Rowhouse/Condo NEW
- 1-9 Multi-Family
- 1-10 Multi-Family NEW
- 2-1 Live-Work Units NEW
- 2-2 Commercial
- 2-3 Commercial NEW
- 2-4 Commercial Plan Dev
- 2-5 Office NEW
- 3-1 Mixed Use
- 3-2 Mixed Use NEW
- 3-3 Mixed Use - Ret/Res 2 Story
- 3-4 Mixed Use - Ret/Off 2 Story
- 4-1 Industrial
- 4-2 Industrial NEW
- 4-3 Manufacturing Plan Dev
- 4-4 Industrial EcoPark NEW
- 4-5 Industrial Oil Field
- 5-1 Hospital
- 5-2 Downtown Residential
- 5-3 Schools
- 5-4 Other Public
- 6-1 Plazas
- 6-2 Neighborhood Park
- 6-3 Pocket Park
- 6-4 Open Space
- 6-5 Linear Open Space

Downtown ⇄