

CHAPTER 8 ECONOMIC DEVELOPMENT



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INTRODUCTION

The aim of the Economic Development Element is to enhance the economic character of the City and community. The Economic Development Element is a non-mandatory element. It has been incorporated into the Duarte 2020 Comprehensive General Plan to assure the city is able to continue to provide high quality services. In addition, this element helps assure the community provides a balanced economy by taking advantage of its economic assets.

Economic Development Element Statutory Requirements

The Economic Development Element is not a mandatory element of the General Plan. The Government Code provides for cities to adopt optional elements if they so desire. An effective Economic Development Element will establish a consistent set of policies that provide general direction to local government on how the community can focus resources to retain local business, expand existing businesses, attract new value added businesses, support the tax base, and sustain the ability to provide public services for current and future residents.

Economic Development Elements can function beyond mere statements of policy. An effective element may be used as the basis for a more specific economic development strategy.

Relationship to other General Plan Elements and Program EIR

The Economic Development is most closely related to the Land Use Element, Circulation Element and Housing Element. Providing properly placed and ample land use designations for retail, office and industrial is important in maintaining a viable economy. The movement of people and goods in an efficient manner, as reflected in the Circulation Element, is vital to where businesses want to locate. Duarte's location is well served by the 605 and 210 freeways, expanding the market area and bringing regional populations through the community. Housing is becoming a bigger issue in attracting jobs and retail. The Housing Element is vital in providing workforce housing and the number of people and disposable income retailers seek.

A Program Environmental Impact Report (EIR) will be part of the 2005-2020 Duarte General Plan. Policies within the Economic Development Element will also become mitigation measures within the Program EIR.

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GOALS, OBJECTIVES AND POLICIES

This section provides draft Goals, Objectives and Policies for the Economic Development Element of the Duarte General Plan.

Fiscal Stability Goals, Objectives and Policies

Econ. Goal 1 Improve the City's current revenue stream.

Objective 1.1 Enhance city revenues so as to maintain city services.

Policies

Econ. 1.1.1 Develop economic development strategies which assess the appropriate mix of tax revenues, fees, city and Redevelopment Agency fiscal responsibility, and private sector job retention, expansion and attraction programs.

Econ. 1.1.2 The City should identify key industry clusters to retain and/or attract.

Econ. 1.1.3 Market the City of Duarte through publications, trade shows and brochures aimed at key targeted industries.

Econ. 1.1.4 Revise development fee schedule.

Econ. 1.1.5 Identify current and prospective sources of revenue to establish funding programs in anticipation of future capital outlays. Identify steps necessary to maintain a balanced budget to ensure that future obligations can be met by adding to reserves. Evaluate services to identify cost cutting measures and efficient delivery systems.

210 Freeway Corridor Goals, Objectives, Policies and Implementation Measures

Econ. Goal 2 Enhance the I - 210 Freeway corridor as the city's primary economic engine.

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Objective 2.1 Increase the economic potential provided by the regional traffic flow on the I - 210 freeway through Duarte.

Policies

- Econ. 2.1.1 Continue to improve landscaping and the visual character of the I - 210 freeway corridor.
- Econ. 2.1.2 Develop and maintain a database of all existing 210 corridor businesses with contact information.
- Econ 2.1.3 Expand regional economic development along the I – 210 corridor beyond current uses. In order to maximize revenue and enhance image, the Redevelopment Agency/City should investigate other major draws typical of an international trade center magnitude, hotel/convention complex, etc.

Commercial Centers Goals, Objectives, Policies and Implementation Measures

Econ. Goal 3 Maintain healthy businesses in commercial areas.

Objective 3.1 Promote an optimum mix of commercial uses in existing neighborhood and general commercial areas to meet both the shopping needs of residents and fiscal needs of the City.

Policies:

- Econ. 3.1.1 Develop creative marketing approaches with location criteria to attract retailers not already existing in Duarte and to assist existing retailers.
- Econ 3.1.2 Permitted uses along Huntington Drive should accurately reflect economic market conditions and incompatible uses and activities should be eliminated.
- Econ 3.1.3 Work to expand existing motels.

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Employment Base Goals, Objectives, Policies and Implementation Measures

Econ. Goal 4 Enhance Duarte's employment base with good paying, high quality jobs.

Objective 4.1 Retain, expand and attract value added jobs.

Policies

- Econ. 4.1.1 Collaborate with City of Hope to explore their workforce related needs.
- Econ. 4.1.2 Develop and maintain a database of all existing industrial businesses with contact information.
- Econ 4.1.3 Develop and maintain relationships with commercial, office and industrial brokers to keep up to date with vacancy rates, upcoming lease expirations, move-ins and move-outs.
- Econ. 4.1.4 Continue to partner with Duarte Unified School District to prepare (K-12) for college and/or local workforce.
- Econ. 4.1.5 Collaborate with Citrus and other colleges, California State University Los Angeles, California Polytechnic University, Chamber of Commerce and other higher education providers to encourage educational, and job reentry training opportunities for Duarte residents.
- Econ. 4.1.6 Perform a jobs/housing balance study and set goals to achieve and maintain a jobs/housing balance.
- Econ. 4.1.7 Collaborate with local employers on Succession Planning and Workforce Development Efforts.
- Econ. 4.1.8 Establish a business appreciation breakfast or lunch for top job and sales tax generators.
- Econ. 4.1.9 Help nurture business incubators.

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Gold Line Station Area Goals, Objectives, Policies and Implementation Measures

Econ. Goal 5 Create efficient Mixed Use Transit Oriented Development in and around the Duarte Gold Line Station.

Objective 5.1 Reduce vehicle miles traveled, provide transportation options for existing and future workforce and residents around the Gold Line station, provide location efficiency, expanded mobility, and provide public/private financial return and value recaptured.

Policies

Econ. 5.1.1 Create a flexible mixed use Transit Oriented Development Specific Plan for the non-residential area north of the Gold Line Station.

Econ. 5.1.2 Work with current employers to develop a Gold Line rider-ship program to be implemented once the Gold Line opens to Duarte.

Establish a City/Town Center on Huntington Drive and Buena Vista

Econ. Goal 6 Create a viable and sustainable mixed use area on Duarte's major thoroughfare.

Objective 6.1 Provide a city center along a portion of the Huntington Drive and Buena Vista axis.

Econ.6.1.1 Develop a flexible specific and strategic plan for the commercial area along the Huntington Drive and Buena Vista axis capturing traffic off the I - 210 freeway.

Econ. 6.1.2 Assess the cost/benefits of providing City and/or Redevelopment Agency public improvements and assistance within a City Center area.

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RELATED AGENCIES, LAWS AND PLANS

Duarte Redevelopment Agency

The Duarte City Council also acts as the Board of Directors for the Duarte Redevelopment Agency. The Redevelopment Agency is a separate legal entity with its own budget.

The Redevelopment Agency budget is highly restricted to activities mandated by California Redevelopment Law. Implementation of the redevelopment plan is funded through the use of tax increment financing. When a redevelopment project area is established, a base value of all properties within the project area is established. When property within the project area is improved, sold or resold, property tax revenue is generated from the incremental valuation. Base year property taxes are distributed to other local taxing agencies and increases over the base value are distributed to the redevelopment agency to help finance redevelopment project cost.

California Redevelopment Law was enacted in 1948 to provide a means for cities and counties to address physical and economic blight. The law provides that a redevelopment agency may establish designated areas within the community wherein the agency may assist private enterprise with property redevelopment and rehabilitation. The law also allows the redevelopment agency to pay for public improvements, specifically the value of land for and the cost of installation and construction of improvements. In order to make improvements eligible under the law, the Agency must make findings that (1) the improvements are of benefit to the project area, (2) no other reasonable means of financing the improvements are available, (3) the improvement will assist in the elimination of one or more blighting conditions inside the project area or provide affordable housing, (4) and the improvement is consistent with the Implementation Plan. The law also requires the redevelopment agency to increase and improve the supply of affordable housing to very low, low, and moderate income households.

Duarte's redevelopment efforts have eliminated many blighted areas, provided major sales tax generators for the community, resulted in workforce housing, street improvements, parks and recreation facilities, and more. Sales tax dollars can be used to provide city services.

A Redevelopment Plan is an implementation tool to a city's General Plan and must be consistent with that plan. Duarte's Redevelopment Plan is consistent with the General Plan and as will be seen in following sections has been the most significant economic tool for the community.

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Business Improvement Districts (BIDS)

BIDS are legally defined entities formed by property and business owners, where an assessment or a tax is levied for capital or operating improvements, as a means of supplementing city funding. The district is created by the public law or ordinance but is administered by an entity responsible to the district's members or to the local governing body. Recent BID programs include economic and social development, transportation, parking management, and conversion of redeveloped commercial buildings for residential use.

Community Development Block Grants (CDBG)

CDBG is a federally funded system of unified block grants under which communities are entitled to receive funding while other communities may apply for discretionary funding. Its purpose is to encourage more broadly conceived community development projects and expand housing opportunities for low- and moderate-income persons. The three primary goals of CDBG are to serve low- and moderate-income people, to eliminate slums and blight, and to address other community development needs that pose a serious and immediate threat to the health and welfare of the community. This program has provided significant support for economic development projects.

CDC (Bank CDC)

CDCs are bank-sponsored community development corporations that are a way for banks to contribute to economic revitalization by investing in local businesses and real estate investment projects that benefit low- and moderate-income groups. A community can establish a bank CDC by working with one or more local banks, the Federal Reserve, the Comptroller, and its respective state financial institutions' regulators. In the case of consortium bank CDCs, where several banks join together, the investors do not have to be just local banks. Bank CDCs can purchase, construct, or rehabilitate property.

Local Universities, Colleges, and Trade Schools

Many universities, colleges and trade schools work with public entities and organizations to provide workforce training. Often times if there is a significant need in specific industries for certain skill-sets, curriculum can be established to meet these skill-sets.

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Industrial Development Bonds (IDBs)

IDBs are used to finance acquisition, construction, expansion, or renovation of manufacturing facilities and the purchase of machinery and equipment depending upon state law. IDB financing is subject to state and local laws and federal income tax laws and regulations if the interest on the bonds is expected to be exempt from federal income taxation.

Minority Businesses Development Agency (MBDA)

As an agency of the U.S. Department of Commerce, MBDA was established in 1969. The MBDA provides assistance to socially or economically-disadvantaged individuals who own or want to start a business. MBDA provides funding for Minority Business Development Centers, Native American Business Development Centers, Business Resource Centers, and Minority Business Opportunity Committees.

Small Business Administration (SBA)

SBA was founded in 1953, SBA's mission is to "aid, counsel, assist and protect, insofar as is possible, the interests of small business concerns." Its charter also mandates that the SBA ensure small businesses a "fair proportion" of government contracts and sales of surplus property. Since its inception, the SBA has delivered more than 13 million loans, loan guarantees, contracts, and other forms of assistance to small businesses.

Workforce Investment Act (WIA)

The Workforce Investment Act of 1998 is the federal government's effort to adapt workforce training system to current economic conditions. The economic development impact of WIA includes: (1) decentralizing decision-making to the local level; (2) allows local businesses to determine skill needs; (3) adapt training to local growth patterns; (4) promotes inclusion of economic development principles in plans; and (5) state requirements to submit economic development plans with WIA implementation plan.

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OVERVIEW OF DUARTE'S ECONOMIC DEVELOPMENT RESOURCES AND CONSTRAINTS

Market Area

Duarte's proximity to the San Gabriel Mountains, Santa Fe Dam, spread basins and quarries in Irwindale create major challenges to the traditional market radius retailers prefer. Instead of having the traditional 360 degree market radius, because of the before mentioned constraints, Duarte has more of a 120 degree market radius. This limits population areas preferred by retailers. On the other hand, Duarte's proximity to the 210 and 605 Freeways expands its market area because drive time is reduced by these regional freeways. The 210 freeway carries 250,000 ADT (average daily trips) through Duarte, as opposed to Huntington Drive at Buena Vista which carries 23,810 ADT (counts taken in the fall of 2005). The 605 Freeway feeds the 210 freeway from the south. Retailers have and can continue to capitalize on the 210 freeway trips. Evidence of these vehicle trips being important to retailers is the fact that Duarte's four auto dealers, Wal-Mart, Target, and Staples have direct visibility and access to the 210 freeway. These seven businesses generated 53% of the city's total sales tax in 2005. Huntington Drive with only 23,310 ADT (fall 2005) has difficulty attracting national retailers.

Duarte's competitors within a five mile market area are Monrovia, Arcadia and, Azusa. Pasadena, El Monte and West Covina are within a ten mile radius. One way for low population cities to gain market share is to attract good paying jobs into the community. This provides a daytime population local retailers can capture.

Job Market

The City of Hope, one of the major employers in this part of San Gabriel Valley includes 23 buildings dedicated to research and 13 to clinical research and treatment. These buildings are located on 112 acres of landscaped property with fountains and gardens within the City of Duarte. The facility has more than 300 physicians and scientists and more than 2,500 employees. The annual payroll for the City of Hope Duarte facility is \$160 million. This is an average salary of \$64,000 per employee. The Duarte median income from the 2000 census was \$50,744 in 1999 dollars. The latest effort to expand the City of Hope was the state-of-the-art, 144-bed Helford Clinical Research Hospital which opened in 2005. More than 5,200 bone marrow transplants have been conducted at the hospital. In 2003, the City of Hope was recognized as one of America's best

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hospitals by U.S. News and World Report. In addition to its treatment facilities, at least \$2.5 million is invested each week in research at the City of Hope.

The City of Hope is proposing to build a 360,000 square foot Science Park on its existing campus. The Park would house a research environment for biotechnology, bioengineering and biodefense companies. It will be dedicated to promoting the growth of research discoveries into commercial projects and leveraging the City of Hope's strengths in bioscience research, clinical trials and biological manufacturing.

The Los Angeles Economic Development Corporation lists Biotechnology (Biomedical and Health Services) as one of fifteen industry clusters in Los Angeles County. The City of Duarte could expand its biotechnology industry and/or attempt to attract one or more of the industry clusters already existing in L.A. County.

The Duarte Unified School District employs 424 people. It has a yearly payroll of about \$19,671,000 (most teachers are 9 month employees). Santa Teresita Medical Center, currently employs 250 people. While the medical center does not employ physicians, Santa Teresita has a 133 bed skilled nursing facility, a 44 bed assisted living unit, 20 independent living units for very low income persons and an urgent care center. Smith Engineering, located in the city's industrial area, is reported to employ 225 people.

Employment areas in Duarte are in three distinctive geographic areas. The highest concentration of jobs is located at the City of Hope and adjacent industrial area between Duarte Road and the 210 Freeway, generally east of Highland. The most westerly portion of the 210 Freeway corridor, generally west of Buena Vista, include most of the freeway oriented commercial retail jobs. The neighborhood and general commercial retail center jobs tend to be located along the Huntington Drive axis. Huntington Drive also includes most of the office jobs in Duarte.

Redevelopment Efforts

Duarte's redevelopment efforts have eliminated some blighted areas, provided major sales tax generators for the community, resulted in workforce housing, street improvements, parks and recreation facilities, and more.

CarMax, Advantage Ford, Performance Nissan, Assael Mitsubishi created over 400 new jobs and generate between \$1.8 million to \$2 million, per year, in sales tax to the City of Duarte. Wal-Mart, another major sales tax generator brought

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regional shoppers to Duarte. Sales tax dollars can be used to provide city services.

Redevelopment Agency efforts began removing blighted residential units in Duarte during the 1970's. This resulted in the construction of approximately 1700 new dwelling units, during the 1990s, which provide quality housing for low and moderate income households assisted by the Duarte Redevelopment Agency. The resulting construction was chiefly responsible for raising the City's median income from below County averages to above the County average.

The Duarte Redevelopment Agency assisted in creating various neighborhood shopping centers, a 25,000 sq. ft. R&D building on Huntington Drive, conversion of the old Duarte High School Building, built in 1907, into the Old Spaghetti Factory Restaurant, new facilities for Duarte Unified School District, including administration offices, maintenance facility, a 500-seat auditorium for joint use by the City and the District, a new middle school, and various street improvements.

City Revenues

Duarte is a contract city. Police services are provided by the Los Angeles County Sheriffs Department. Fire protection is provided by the Los Angeles County Fire Department.

Cities are like businesses. They require revenues in order to provide services to the community. City budgets are usually adopted once a year, though many cities have multi-year budgets which are reviewed at least one a year. The City of Duarte adopts its budget every fiscal year beginning July 1 and like many cities includes a mid-year revenue and expenditure projections review. Total revenues and other resources received by the City of Duarte and the Duarte Redevelopment Agency during fiscal year 2005-06 are estimated to be \$21,063,000.

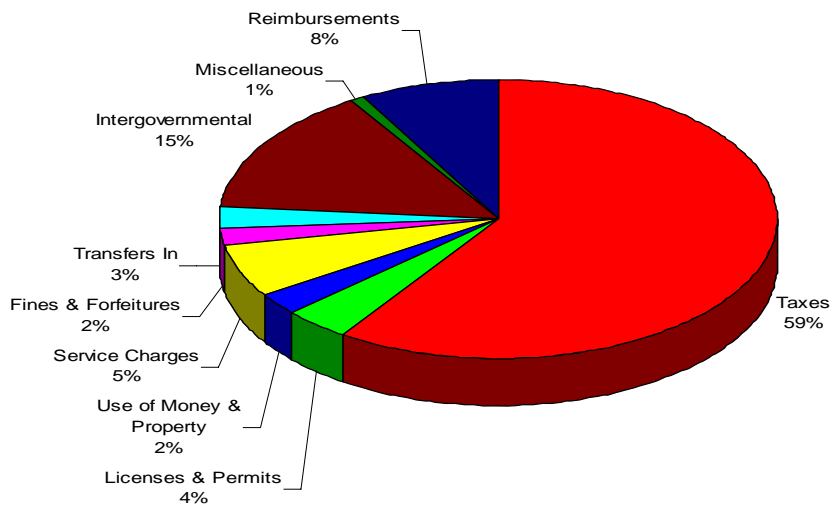
City General Fund revenues, which are discretionary, totaled \$10,518,000 for FY 2005-06. Sources of revenues are delineated in the pie chart that follows (Figure Econ – 1). Approximately 73% of the taxes shown on that chart are from sales taxes. As in prior years, because of the State's revenue/expenditure gaps, the State government continues to divert funds which would otherwise go to the cities.

Not shown on this pie chart are Special Revenue funds which total \$3,791,800. These revenues are not discretionary and must therefore be spent on specific activities. This will be discussed in more detail in the following section.

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Figure Econ -1
General Fund Operating Budget Fiscal Year 2005-06
Total Revenue \$10,518,000 Comparison by Source



General Fund Expenditures

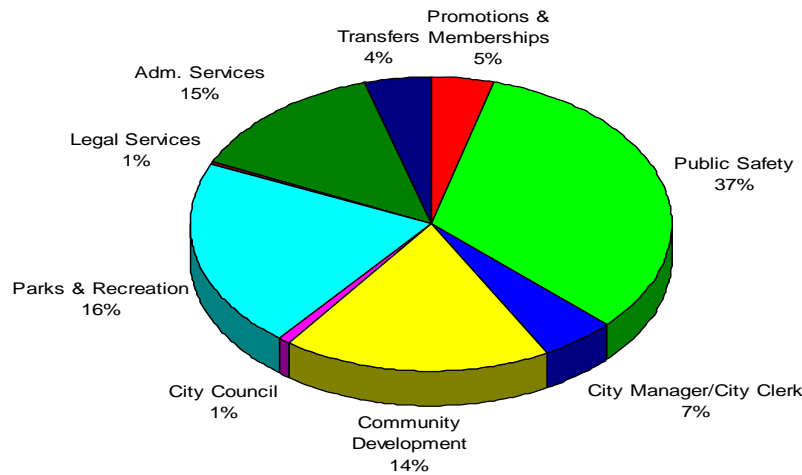
In total General Fund expenditures and other uses for fiscal year 2005-06 are budgeted to be \$10,518,000. These General Fund Expenditures are delineated in the following pie chart (Figure Econ -2). As with most cities, the biggest single portion of expenditures is in public safety.

While General Fund expenditures are discretionary, Special Revenue funds, which totaled \$3,791,800 are restricted to those activities related to the revenue source. As an example, the City receives Community Development Block Grant Funds (CDBG) which can only be spent for certain projects to assist low and moderate income persons. The State Gasoline Tax and Proposition A Transportation Funds must be spent on streets and transportation. Lighting & Landscape District Assessment funds are restricted for those uses.

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Figure Econ -2
General Fund Operating Budget Fiscal Year 2005-06
Total Expenditures \$10,518,000 Comparison By Department



IMPLEMENTATION MEASURES

Government Code 65400 requires the legislative body to consider and adopt reasonable and practical means for implementing the general plan. This is necessary so that the plan will serve as an effective guide for orderly growth and development, preservation and conservation of open-space land and natural resources, and the efficient expenditure of public funds relating to the subjects addressed in the general plan. The State also requires an annual report to the legislative body, State Department of Housing and Community Development (HCD) and State Office of Planning and Research on the status of the plan and progress in implementing the plan. HCD checks to see if the city is making progress in meeting its fair share of regional housing needs.

This section provides an implementation matrix for policies found in the Economic Development chapter. The matrix identifies the policy to be implemented, the implementation measure to be used for that policy, the

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responsible agency or department that will be implementing the measure, the funding source and the estimated timeframe to complete the implementation.

Responsible Agency:

All = All Departments	AS = Administrative Services
CD = Community Development	PS = Public Safety
CM = City Manager	P&R = Parks and Recreation

Funding Source:

GF = General Fund	SF = State funds
RA = Redevelopment Agency	FF = Federal Funds
G = Grants	OF = Other Funds
DF = Development Fees	

Implementation Timeframe (or as resources provide):

ST = Short-term by 2009	LT = Long Term by 2020
MT = Mid-term by 2015	On = Ongoing

**Table ECON - 1
Economic Development Implementation Measures**

Policy #	Implementation Measure	Responsible Agency	Funding Source	Time frame
Econ 1.1.1	Within two years, develop a Fiscal Strategic Plan.	CM, AS, CD	GF, RA	ST
Econ 1.1.2	Inventory existing businesses to identify which industry clusters already exist and perform an industry cluster analysis for those in the region.	CM, AS, CD	GF	ST
Econ 1.1.3	Team with adjoining cities and businesses to promote the community and sub-region.	CM, CD	GF, RA	On
Econ 1.1.4	Every five years review development fee schedule and amend to reflect State unfunded mandates, operating cost and new technologies.	AS, CD	GF	On
Econ 1.1.5	During yearly budget preparation review existing and potential revenue sources and expenditures.	AS	GF	On
Econ 2.1.1	Devise a systematic program to monitor and maintain the visual character of the corridor.	CD	GF, RA	ST
Econ 2.1.2	Once every two years contact these businesses to keep them in touch with business opportunities and to provide a city liaison for future needs or concerns.	CD	GF, RA	On
Econ 2.1.3	Keep abreast of current economic development opportunities and pursue those which will implement this policy.	CM	RA, GF	On

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Econ 3.1.1 Econ 3.1.3	Work with individual business owners to improve their appearance, provide better parking, access, marketing and expansion.	CD	GF, RA	ST
Econ 3.1.2	Conduct an annual review of activity on Huntington Drive to determine applicability of General Plan policies. Utilize the Redevelopment Agency's authority to acquire incompatible activities.	CD	GF	On
Econ 4.1.1	Develop a workforce plan with the City of Hope which will be shared with local colleges, universities, DUSD and other workforce providers with the aim to help meet current and future City of Hope workforce needs.	CM, CD	GF	ST
Econ 4.1.2	Once every other year contact industrial businesses to keep them in touch with business opportunities, financing options, and to provide a city liaison for future needs or concerns.	CM, CD	GF, RA	On
Econ 4.1.3	Once every year contact brokers to keep on top of vacancy rates, lease expirations, move ins and move outs. Post vacant property and building opportunities on the City's web site. Periodically review typical tax revenues generated by Duarte business by types to determine the kinds of businesses that are advantageous for Duarte to attract and/or grow. Review the permitted and conditionally permitted uses in the various zoning districts with respect to commercial vitality.	CD	GF, RA	On
Econ 4.1.4	Review DUSD curriculum with local workforce needs to prepare Duarte youth and residents for ultimate local jobs if desired. Work with DUSD on Career Day to help sell local businesses.	CD, P&R	GF	On
Econ 4.1.5	Work to establish educational opportunities available at these institutions, especially those that are consistent with local employers workforce needs, and post regularly on City web site and other local media or publications.	CM, CD	GF	On
Econ 4.1.6	Establish number of jobs in Duarte, exported and imported workforce, and set goals for a balance. Aggressively pursue grants from state and federal sources.	CD	GF, RA	MT
Econ 4.1.7	Work to retain the skills of retiring Baby Boomers through mentoring programs, rehire programs, flexible work hours, job sharing, telecommuting, etc.	AS	GF	ST
Econ 4.1.8	Twice a year honor top sales tax and top job generators.	CD	GF	On

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Econ. 4.1.9	Work to create good paying jobs and or revenue producing businesses incubators.	CM, CD	RA, GF, G	ST
Econ 5.1.1	Work with existing property owners to develop a Specific and Strategic Plan for the area immediately after the General Plan is adopted.	CD	G, RA, GF	MT
Econ 5.1.2	Once Gold Line is operative meet with employers within a half mile radius to develop rider-ship program.	CD	G, RA, GF	MT
Econ 6.1.1	Provide for vertical and horizontal mixed use with unique parking and design standards. Encourage land use intensification of the proposed City Center area for mixed-use development with an emphasis on retail development on the ground floor. Work to improve parking issues relative to overall numbers and proximity to businesses.	CD	GF, RA	ST
Econ 6.1.2	Continue to perform studies relative to land, relocation, demolition, remediation and construction cost. Identify potential businesses to locate in the City Center area.	CM	GF, RA	ST